

# City of Hackensack

## Re-examination Report of the Master Plan

CITY OF HACKENSACK,

BERGEN COUNTY, NEW JERSEY

December 9th, 2020

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December 9th, 2020

Date

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# **City of Hackensack**

## **Re-examination Report**

**December 9th, 2020**





## ACKNOWLEDGMENTS

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Councilman Leonardo Battaglia  
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## I. INTRODUCTION

The 2020 City of Hackensack Master Plan Reexamination Report is a part of the on-going comprehensive planning process. The City of Hackensack last adopted a Master Plan in 2001 and completed a Re-examination Report in 2009. This document is intended to address a number of the planning issues and Master Plan objectives from those two documents, while outlining policy changes and state planning objectives for the City to consider moving forward.

This process represents a continuing effort to ensure the City's planning policies, goals and objectives to provide the highest quality of life for its residents, business and visitors. This document provides updated recommendations for policy, land use and planning based on a changing pattern of development. This Reexamination Report identifies the importance of increasing the tax base while promoting the highest quality of life for residents through progressive zoning and planning.

Since the adoption of the Hackensack Master Plan in 2001, there have been significant local, state, and regional changes in demographic, economic, environmental, and social conditions that have implications for the community and the individuals who live, work, and shop there.

The City has a number of built-in economic advantages over its surrounding communities, including direct access to major regional and interstate highways (including Interstate 80, NJ Route 17 and Route 4), being home to educational institutions such as Hackensack Meridian Health (HMH), Bergen Community College (BCC), Eastwick College, and Fairleigh Dickinson University (FDU), as well as its longstanding position as the seat of Bergen County. The City must continue to examine and update its zoning and land use policies and practices in order to maintain and benefit from these advantages and promote the general welfare of its residents and integrity of its economy.

This Reexamination Report has been prepared to not only address the statutory requirements at N.J.S.A. 40:55D-89 but to evaluate the changing needs of the City of Hackensack and to determine whether the 2009 Master Plan Reexamination Report and the related development regulations are still relevant and appropriate. This report is not a Master Plan, rather it is intended to identify opportunities to better serve the community and its residents through recommendations for changes to zoning, administrative structure, and allocation of resources that are needed in order to achieve the City's goals and objectives.

As required, the Reexamination Report has identified significant changes within the City of Hackensack, since the adoption of the 2001 Master Plan.

## II. SUBSEQUENT STUDIES AND PLANS SINCE THE 2009 REEXAM REPORT:

Over the past decade, the City has prepared, commissioned, or been the subject of several studies that have had and will continue to have implications for the City's development.

### 1. Downtown Rehabilitation Plan - 2012

In 2012, the City of Hackensack adopted the Downtown Rehabilitation Plan for the Main Street Area. The Plan, which encompasses 163 acres on 39 city blocks, provided a clear vision to transform the existing downtown into a walkable, livable and sustainable urban environment. The goal of the plan was to strengthen and enhance the City's existing assets, while providing opportunities for new, mixed-use, urban development.

The Rehabilitation Plan promotes a diverse range of land uses, including retail, restaurants, office, commercial, civic and entertainment, with a diversity of housing types that promote a mixed-use, pedestrian friendly downtown through the adoption of the new zoning. The plan includes goals and objectives to create a series of interconnected neighborhoods with improved infrastructure, parks, plazas and open spaces that tie into the existing NJ Transit Rail Stations and the Regional Bus Station.

Through a collaborative process, the City of Hackensack and the Upper Main Alliance (Special Improvement District), worked together to develop a plan for the downtown that will preserve the history of the City while implementing cutting edge redevelopment strategies. The vision is to create a balance between vehicular, pedestrian and mass transportation options to promote connectivity and minimize traffic. The plan changes the zoning for the downtown area and provides a "vision" for the revitalization through:

- a. Increased development flexibility and density which allows permitted uses throughout the downtown;
- b. Lower parking ratios and shared parking provisions;
- c. Architectural, neighborhood and rehabilitation (Adaptive Reuse) design requirements;
- d. Recommendations to create a two way street system; and
- e. Implementation Strategies which include municipal tools and mechanisms to promote revitalization.

The City has amended the Downtown Rehabilitation Plan multiple times over the years including the last of which was adopted in January 2019.

Twenty-six (26) redevelopment plans for properties within and surrounding the Rehabilitation area are being considered or have been approved which will cause the creation of over 4,000 new residential units and over 135,000 square-feet of new commercial space.

## 2. Transit Oriented Development Study - 2013

The North Jersey Transportation Planning Authority prepared a report in 2013 which analyzed the City's land use and demographic patterns in relation to its public transit assets and identified opportunities and a laid out a general vision for promoting transit oriented development around the Essex Street and Anderson Street NJ Transit Rail Stations and the NJ Transit Bus Terminal on Moore Street.

## 3. Transit Village Designation - 2015

In 2016, the City of Hackensack was designated as the 32nd Transit Village in the State of Jersey, the second to be designated in Bergen County and only the second to be designated around a Bus Terminal.

The Transit Village Initiative creates incentives for municipalities to redevelop or revitalize the areas around transit stations using design standards of transit-oriented development (TOD). TOD helps municipalities create attractive, vibrant, pedestrian-friendly neighborhoods where people can live, shop, work and play without relying on automobiles.

The project:

- a. Creates incentives to redevelop or revitalize the areas around transit stations;
- b. Includes design standards that support pedestrian friendly transit-oriented development;
- c. Provides potential funding in the future from some state agencies;
- d. Applicants are eligible for future grants from the NJ DOT;

## 4. Bergen County Bus Rapid Transit Study - 2016

Bergen County commissioned a study to explore the feasibility of a Bus Rapid Transit system with routes connecting communities in Bergen County to Paterson in Passaic County and Secaucus Junction in Hudson County. The study recommended actions that should be taken to implement such a service, and multiple routes and stops including three (3) routes passing through Hackensack and five (5) stops within the City.

## 5. Hackensack Parking Study - 2012

The City of Hackensack completed a parking study which included an analysis of the current parking inventory and the administration of its parking system. Recommendations included upgrading the current on and off street parking mechanisms and systems many of which have since been implemented. The document also recommended the consideration for changing the Parking Utility into a Parking Authority in order to centralize and optimize the administration of the City's parking inventory, and increasing meter rates to make the parking system more financially sustainable.



#### 6. Bergen Passaic Rail Extension Study - On-going

The City of Hackensack adopted Resolution 265-18 In support of New Jersey Transit moving forward with the proposed plan to restart commuter service on the New York Susquehanna & Western Freight Line commonly referred to as the Passaic-Bergen Commuter Rail project. The project proposes to bring commuter rail service from Hawthorne to Tonnelle Avenue with multiple stops proposed in Hackensack.

### III. LEGAL REQUIREMENTS FOR THE MASTER PLAN RE-EXAMINATION REPORT:

Periodic examination. The governing body shall, at least every 10 years, provide for a general reexamination of its master plan and development regulations by the planning board, which shall prepare and adopt by resolution a report on the findings of such reexamination, a copy of which report and resolution shall be sent to the Office of Planning Advocacy and the county planning board. A notice that the report and resolution have been prepared shall be sent to any military facility commander who has registered with the municipality pursuant to section 1 of P.L.2005, c.41 (C.40:55D-12.4) and to the municipal clerk of each adjoining municipality, who may request a copy of the report and resolution on behalf of the military facility or municipality. A reexamination shall be completed at least once every 10 years from the previous reexamination.

The reexamination report shall state:

1. The major problems and objectives relating to land development in the municipality at the time of the adoption of the last reexamination report.
2. The extent to which such problems and objectives have been reduced or have increased subsequent to such date.
3. The extent to which there have been significant changes in the assumptions, policies, and objectives forming the basis for the master plan or development regulations as last revised, with particular regard to the density and distribution of population and land uses, housing conditions, circulation, conservation of natural resources, energy conservation, collection, disposition, and recycling of designated recyclable materials, and changes in State, county and municipal policies and objectives.
4. The specific changes recommended for the master plan or development regulations, if any, including underlying objectives, policies and standards, or whether a new plan or regulations should be prepared.
5. The recommendations of the planning board concerning the incorporation of redevelopment plans adopted pursuant to the "Local Redevelopment and Housing Law," P.L.1992, c.79 (C.40A:12A-1 et al.) into the land use plan element of the municipal master plan, and recommended changes, if any, in the local development regulations necessary to effectuate the redevelopment plans of the municipality.
6. The recommendations of the planning board concerning locations appropriate for the development of public electric vehicle infrastructure, including but not limited to, commercial districts, areas proximate to public transportation and transit facilities and transportation corridors, and public rest stops; and recommended changes, if any, in the local development regulations necessary or appropriate for the development of public electric vehicle infrastructure.

The MLUL requires that as part of the re-examination report, the major land use problems and

objectives that were outlined in the last Master Plan or Reexamination Report be identified. The following problems and objectives were identified in the 2001 Master Plan. This Re-examination Report will identify the following areas as it pertains to each of the requirements identified above under N.J.S.A 40:55D-89a.

These areas will include:

a. Land Use;	e. Community Facilities;	h. Utilities;
b. Circulation;	f. Parks, Rec. & Open	i. Historic Preservation;
c. Economic;	Space;	j. Recycling;
d. Housing;	g. Conservation;	

In accordance with N.J.S.A. 40:55D-89 et. seq., The City of Hackensack conducted a general Master Plan in 2001 and a Reexamination Study in 2009. The statute requires a general re-examination at least every ten years. Additionally, as a next step in the Re-examination Report process, changes to the zoning ordinance should be considered in order to implement the recommendations of this report.



# SECTION 1

*Identify major problems and objectives relating to land development in the municipality at the time of the adoption of the last Reexamination Report;*



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**SECTION 1:****THE MAJOR ISSUES AND OBJECTIVES RELATING TO LAND DEVELOPMENT IN THE MUNICIPALITY AT THE TIME OF THE ADOPTION OF THE LAST RE-EXAMINATION REPORT INCLUDE THE FOLLOWING:**

The 2001 Master Plan and 2009 Reexamination Report provided information pertaining to the existing pattern of development while acknowledging the growth of the City will revolve primarily around "the redevelopment of existing sites, rehabilitation, and/or adaptive reuse of existing buildings and sites."

The MLUL requires that as part of the reexamination report, the major land use problems and objectives that were outlined in the last Master Plan or Reexamination Report be identified. The following problems and objectives were identified in the 2001 Master Plan and the 2009 Reexamination report.

**Summary of Major Objectives Identified in the 2001 and 2009 Master Plan:**

1. Maintain and enhance the quality of established neighborhoods in Hackensack and promote compatibility of new development with existing or specifically defined character;
2. Encourage public and private redevelopment to assist in the rehabilitation of areas in need of improvement and upgrading including the utilization of State and Federal Assistance programs where applicable, as well as public/private partnerships;
3. Provide housing opportunities and a variety of housing for various income levels of the population, including low and moderate income housing, middle income housing and senior citizen housing; encourage multi-family and mixed-use development and redevelopment within the central business district and along the Hackensack River;
4. Improve the quantity, quality and availability of parks and open space including active and passive recreational facilities, neighborhood parks and environmentally sensitive areas. Encourage open space within major new developments and redevelopment.  
Promote the establishment of a publicly accessible linear greenway (riverside) park along the Hackensack River;
5. Protect the environment through the preservation of wetlands and wetland corridors, preservation and upgrading surface water quality of all rivers and streams, and protection of significant treed areas and areas designated as natural areas. Also promote new construction that embraces sustainable or green building practices;
6. Encourage adaptive re-use of historic and character-defining structures, where appropriate encourage context-sensitive design of replacement structures;
7. Promote adequate community services for all portion of Hackensack with emphasis on improving the quality and adequacy of education, storm-water drainage, sewer, transportation, parking and recreation facilities;
8. Improve and upgrade traffic circulation and safety throughout the City, including the provision of additional passenger rail service and improved inter-modal transportation facilities;

9. Promote and expand economic opportunities in Hackensack in order to maintain job opportunities and the economic well-being of Hackensack's citizens; encourage the non-institutional expansion of the health services sector within Hackensack;
10. Promote and upgrade the downtown of Hackensack, including the four spheres of influence with an emphasis on assuring a vibrant, mixed-use and appealing downtown;

#### **Major Issues Identified in the 2001 Master Plan:**

1. Declining Downtown:
  - a. The City of Hackensack is one of the New Jersey's oldest cities and is challenged with a common urban problem of declining and deteriorating older neighborhoods and downtown area;
  - b. The downtown is comprised of a series of one way streets;
  - c. The City recognizes redevelopment / rehabilitation as an essential means to addressing these conditions;
2. Inadequate Parking:
  - a. Inadequate parking in the downtown area and the nearby neighborhoods has been a problem in Hackensack for almost a decade now;
  - b. The City has approximately 2,559 spaces consisting of 2,012 off-street meter and permit spaces and 547 on-street meters;
  - c. Of the 2,012 off-street parking spaces a vast majority of the spaces (1,569) are surface with only one parking structure (Atlantic Street Garage) which is comprise of approximately 433 spaces;
  - d. The on-street parking policies promote limit vehicle turn-over on Main Street through low meter rates and long permitted times;



Figure 1.0: 2012 Downtown Rehabilitation Area Map.

3. Stagnant Economic Conditions:

- a. Hackensack University Medical Center has been the primary source of employment in the City for the last decade. Other than the expansion of the existing Hackensack Meridian Health, Hackensack has not seen any other significant growth;
- b. The Bergen County Administration and Courthouse is the second largest employer in Hackensack behind Hackensack Meridian Health;
- c. The North Jersey Media Group (Record) closed it's Hackensack operations and moved to Woodland Park;

4. Tax Exempt Properties:

- a. The City of Hackensack is the County Seat and based on the parcel data Hackensack had 227 tax-exempt properties that covered approximately 254 acres of land in 2000 which is significantly more than the average municipality in Bergen County;
- b. The amount of tax exempt properties puts a larger burden on the existing commercial, retail and residential uses;

5. Flooding:

- a. The City of Hackensack has a Combined Storm Water System (CSO). During wet weather events, combined sewage is discharged directly into the Hackensack River, and portions of the City flood which remains a serious problem and obstacle to development in Hackensack;

6. Inconsistencies between Master Plan and Zoning Ordinance:

The 2001 Master Plan recommended that the following inconsistencies be rectified;

- a. Zoning districts should be established base upon master plan recommendations;
- b. Density issues should be clarified to ensure consistency between the master plan and zoning ordinance;
- c. A new zoning map should be drafted utilizing lot lines as boundaries to eliminate the prevalence of split zone lots;

**Major Issues Identified in the 2009 Reexamination Report:**

1. Land Use Issues:

- a. Inconsistencies with the Existing Land Use Map and the Zoning Ordinance.
  - The 2001 Land Use Map indicated that the R-2B, Single Two-family and Townhouse District that lies to the north side of Kansas Street and between State Street and New Street contains office use. The City's R-2B Districts however permits only residential and professional practice office use not general office use;
  - The 2001 Land Use Map indicates that properties that have frontage on Union Street and directly abut the M1 District to the west contain industrial use. These properties currently

lie fully within the R-3B, Medium Density, Multi-family and Offices Districts. Industrial Uses not a permitted use in this District;

- The 2001 Land Use Map indicates that the R-2A District that directly abuts the B1 District includes properties located on both sides of Passaic Street, which contain general commercial use; however, the City's current R2A district regulations do not permit general commercial use;

## 2. Circulation Issues:

- a. Traffic congestion along River Street, Main Street and many other local streets continues to be a problem. The changing land use patterns will increase traffic along the already busy River Street corridor;
- b. Access and circulation issues and land use and redevelopment opportunities should be evaluated in the area within walking distance of the Hackensack terminus near the City Hall complex;
- c. Circulation is severely limited in the Polifly Road area, where it intersects with Route 80. The westbound approach to Route 80 is especially backed up during peak periods;

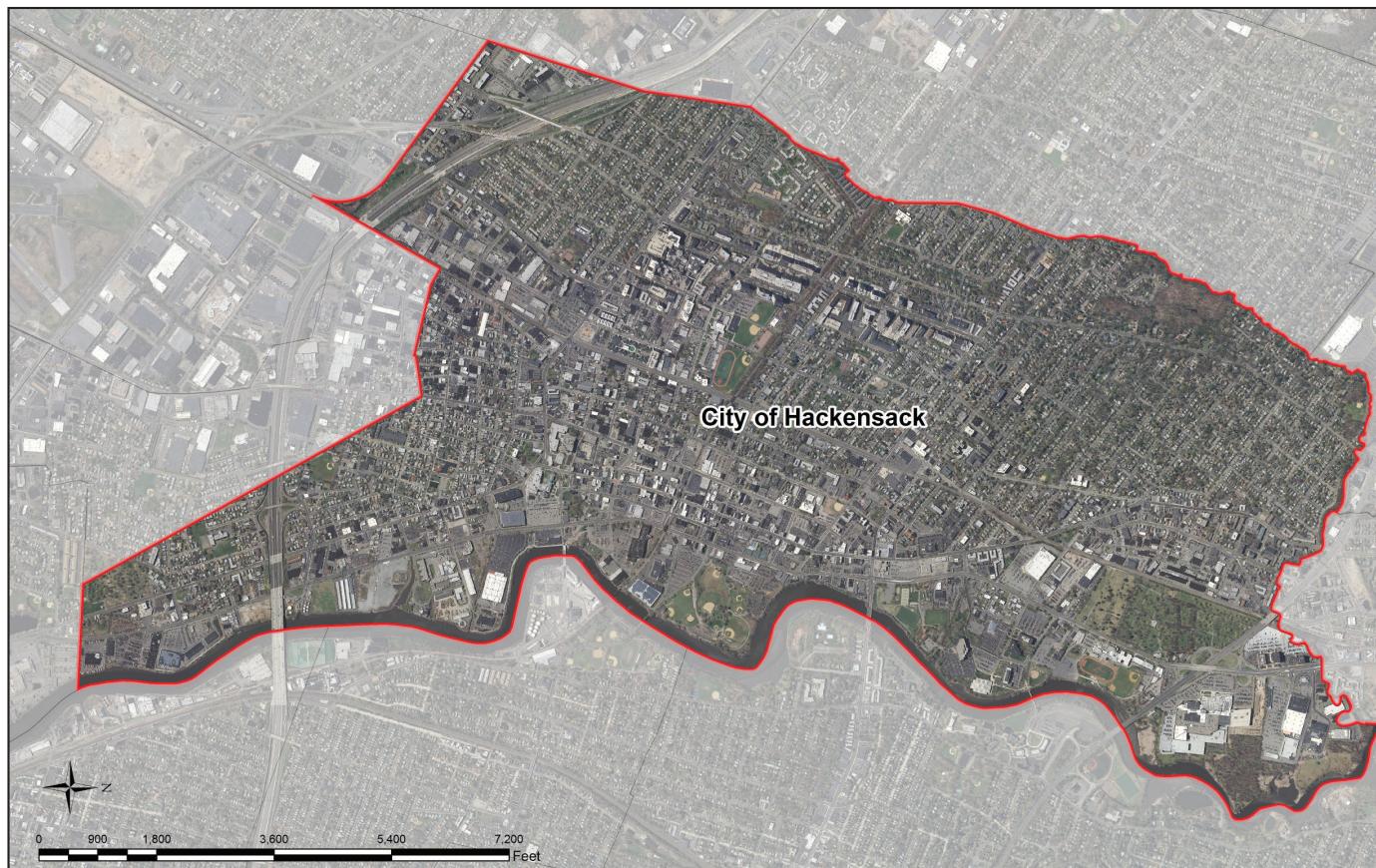
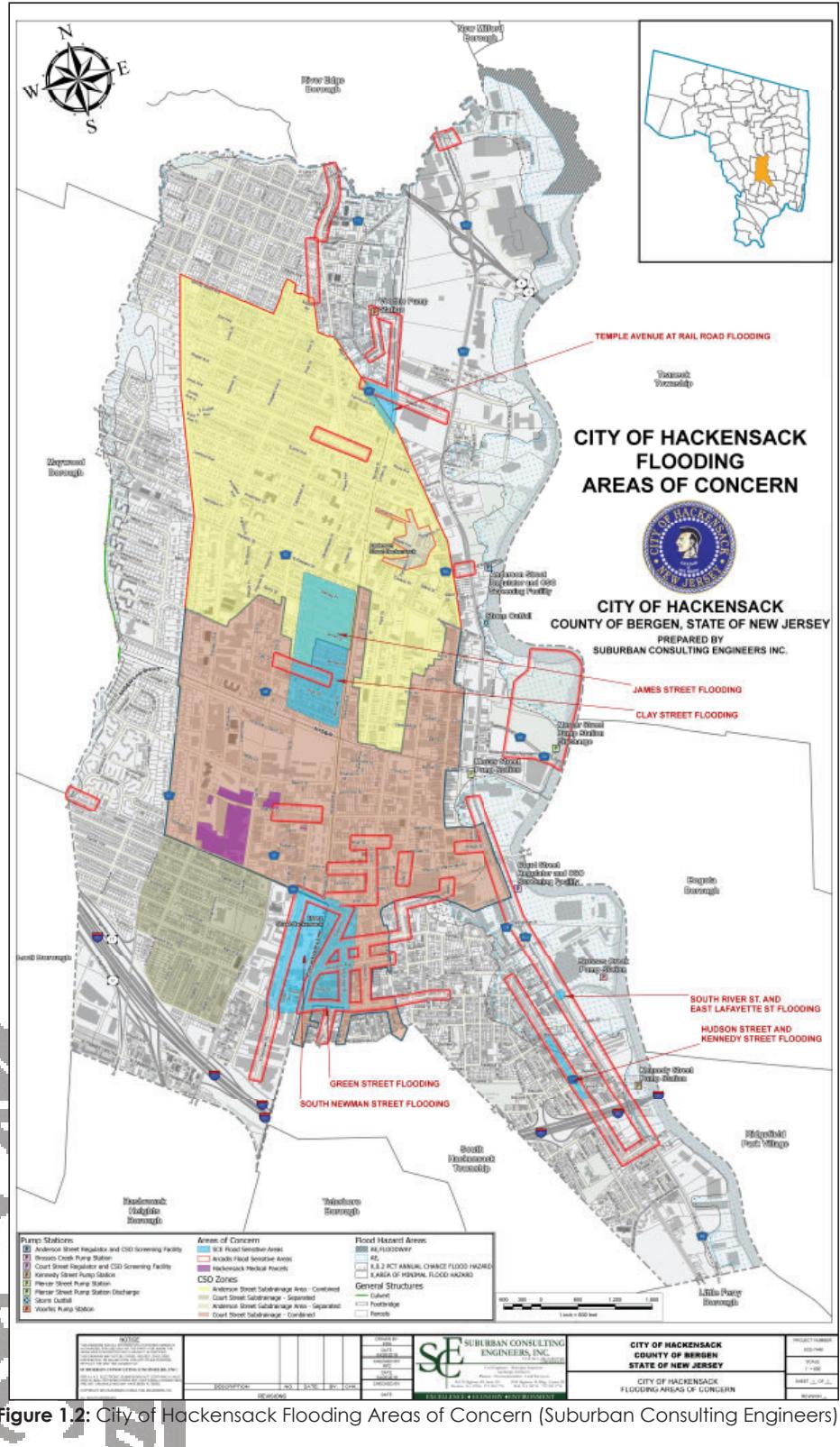


Figure 1.1: City of Hackensack Boundary Map

### 3. Environmental Issues:

- a. Aging Combined Sewers: Hackensack currently has two combined sewer outfalls, which discharge to the Hackensack River. These combined sewers and aging sewer mains pose a serious problem especially during periods of wet weather and require immediate attention;
- b. Flooding: Flooding continues to be a problem in Hackensack. Areas surrounding the Coles Brook often flood during heavy rainfall events. Additionally, in other areas of the City there have been areas identified which flood during less-intense rainfall events. These areas are outlined in Figure 1.2.



**Figure 1.2: City of Hackensack Flooding Areas of Concern (Suburban Consulting Engineers)**

## SECTION 2

*The extent to which such problems and objectives have increased or been reduced subsequent to such date;*



**SECTION 2:****THE EXTENT TO WHICH SUCH PROBLEMS AND OBJECTIVES HAVE INCREASED OR BEEN REDUCED SUBSEQUENT TO SUCH DATE:****Objectives Identified in the 2001 Master Plan and 2009 Reexamination Report:**

1. *Maintain and enhance the quality of established neighborhoods in Hackensack and promote compatibility of new development with existing or specifically defined character;*
  - a. Underlying and Related Issues:
    - i. The City recognizes redevelopment / rehabilitation as an essential means to addressing downtown decline and circulation conditions;
  - b. Actions Taken by the City:
    - i. The City has zoning that specifies the type, scale and pattern of development within existing neighborhoods that are compatible with new development;
    - ii. In addition, the City adopted architectural and neighborhood design standards within the Rehabilitation Area to promote high quality development within the downtown.
  - c. Changes in Conditions:
    - i. The 2012 Downtown Rehabilitation Plan and regional housing market conditions have resulted in increased demand for new high-density, mixed use development and redevelopment;
    - ii. The Downtown development trend has not leaked into single-family neighborhoods;
2. *Encourage public and private redevelopment to assist in the rehabilitation of areas in need of improvement and upgrading including the utilization of State and Federal Assistance programs where applicable, as well as public/private partnerships;*
  - a. Underlying and Related Issues:
    - i. Declining Downtown: Hackensack City is one of the New Jersey's oldest cities and is challenged with a common urban problem of declining and deteriorating older neighborhoods and downtown area. The City recognizes redevelopment / rehabilitation as an essential means to addressing these conditions;
  - b. Actions Taken by the City:
    - i. The City of Hackensack Downtown Rehabilitation Plan for the Main Street Area was adopted in June 2012. The Plan, which encompasses 163 acres on 39 city blocks and 389 individual properties, provides a clear vision to transform the existing downtown into a walkable, livable and sustainable urban environment;
    - ii. The goal of the plan is to strengthen and enhance the City's existing assets, while providing opportunities for new, mixed-use, urban development;
      - (1) The Rehabilitation Plan promotes a diverse range of land uses, including retail, restaurants, office, commercial, civic and entertainment, with a diversity of housing

types that promote a mixed-use, pedestrian friendly downtown through the adoption of the new zoning. The plan includes goals and objectives to create a series of interconnected neighborhoods with improved infrastructure, parks, plazas and open spaces that tie into the two existing NJ Transit Rail Stations and the Regional Bus Station;

- (2) Through a collaborative process, the City of Hackensack and the Upper Main Alliance (SID), worked together to develop a plan for the downtown that will preserve the history of the City while implementing cutting edge redevelopment strategies. The vision is to create a balance between vehicular, pedestrian and mass transportation options to promote connectivity and minimize traffic;
  - (a) The plan changes the zoning for the downtown area and provides a "vision" for the revitalization through:
    - (i) Increased development flexibility and density which allows permitted uses throughout the downtown;
    - (ii) Lower parking ratios and shared parking provisions;
    - (iii) Architectural, neighborhood and rehabilitation (Adaptive Reuse) design requirements;
    - (iv) Recommendations to create a two way street system; and
    - (v) Implementation Strategies which include municipal tools and mechanisms to promote revitalization;
- iii. Since the Rehabilitation Plan was adopted, the City has designated more than 25 projects as areas in need of redevelopment, which are expected to generate over 4,000 new residential housing units with over 100,000 square feet of new retail and commercial square footage within and surrounding the Downtown Rehabilitation Area;
- iv. The City has actively pursued local, state and federal funding for a variety of improvement projects including:
  - (a) The City was awarded an Environmental Infrastructure Trust (EIT) Grant for the Phase 1 separation of the Combined Sewer, which was completed in 2015. Additionally, funding has been secured for Phases 2 and 3 which are currently under construction;
  - (b) The City intends to pursue future EIT Grants to help fund additional storm water sewer separation in the downtown;
  - (c) The City updated the sewer tap fee ordinance which increased fees for future infrastructure projects within the downtown area;
  - (d) The City was awarded a matching grant (+/\$268,000) through the Bergen

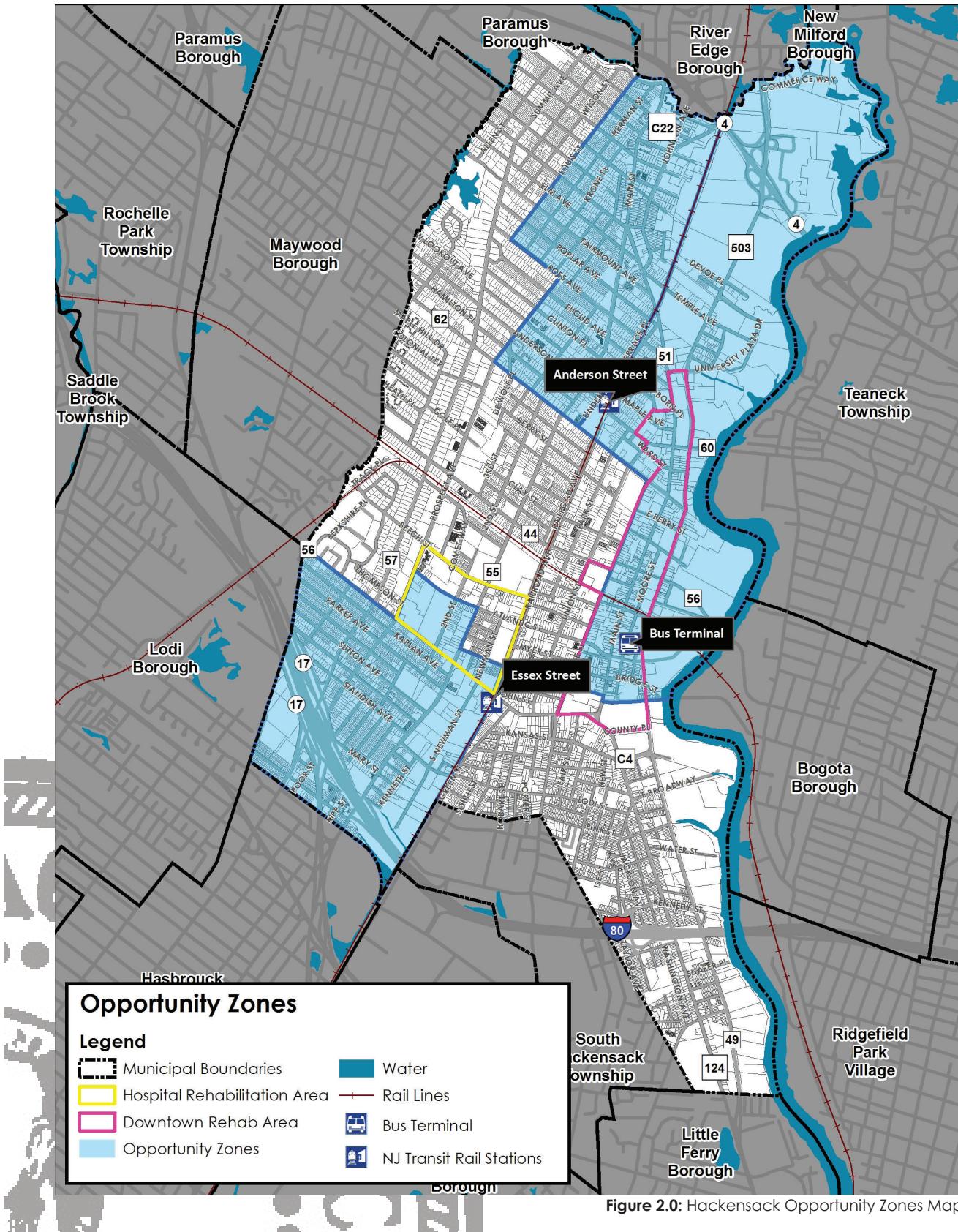


Figure 2.0: Hackensack Opportunity Zones Map

County Open Space Funds to complete the Atlantic Street Park;

- (e) The City has submitted for multiple street-scape grants for physical improvements to the Main Street within the Rehabilitation Area;
- (f) The City has worked with the Upper Main Street Alliance to raise private funds for a number of public initiatives including the Atlantic Street Park and the Performing Arts Center;

c. Changes in Conditions

- i. The 2017 Tax Cuts and Jobs Act passed by Congress established "Opportunity Zones" in low-income communities around the country based on Census Tract;
  - (1) Three (3) Opportunity Zone Census Tracts are located in Hackensack, including one that encompasses part of the Downtown Rehabilitation Area, one encompassing the residential and business zones along Grand Avenue, Main Street, and Johnson Avenue in the north side of the City, and one extending north to south from Essex Street to Pleasant View Avenue to the west of the Pascack Valley rail line;
- 3. Provide housing opportunities and a variety of housing for various income levels of the population, including low and moderate income housing, middle income housing and senior citizen housing; encourage multi-family and mixed-use development and redevelopment within the central business district and along the Hackensack River;

a. Actions Taken by the City:

- i. The City adopted the Downtown Rehabilitation Plan in 2012 which promotes the development of mixed use projects with a variety of housing options;
- ii. The City's affordable housing trust fund has accumulated more than \$2,000,000 and continues to receive funds from development fees;

b. Changes in Conditions:

- i. A March 10, 2015, NJ Supreme Court decision, commonly referred to as Mount Laurel IV transferred jurisdiction over the state's affordable housing process from Council on Affordable Housing (COAH), the State agency tasked with administering provisions of the New Jersey Fair Housing Act, N.J.S.A. 52:27D-301 et seq. since 1986, to the Superior Court. This decision required municipalities across New Jersey seeking to be certified as compliant with their constitutional obligation to provide opportunities for the creation affordable housing to file Declaratory Judgments in the Courts and to prepare affordable housing plans based on COAH's "Second Round" rules at N.J.A.C. 5:93;
  - (1) Hackensack is an Urban Aid Municipality, and is therefore only required to address the portion of its calculated affordable housing obligation referred to as the "Present Need", which can be addressed by providing funding and/or programs to rehabilitate deficient housing units occupied by income qualified households;

4. Improve the quantity, quality and availability of parks and open spaces including active and passive recreational facilities, neighborhood parks and environmentally sensitive areas. Encourage open space within major new developments and redevelopment. Promote the establishment of a publicly accessible linear green-way (riverside) park along the Hackensack River;

a. Actions Taken by the City:

- i. 2009: Ordinance 11-2009: Improvements to various parks including but not limited to Union Park, Johnson Park, Esplanade Park and the lighting of athletic fields in city parks identified through various resolutions. Improvements were completed in 2019;
- ii. 2009: Ordinance 28-2009: Improvements to 2nd Ward Park including construction and installation of a new play gym and spray fountain. Bonded for in 2009, and completed in 2012;
- iii. 2010: Ordinance 25-2010: Improvements to Union Street Park;
- iv. 2011: Resolution 361-11: Resolution to use \$143,000 grant for ADA improvements to the Civic Center;
- v. 2011: Resolution 391-11: Resolution to use \$200,000 grant towards Foschini Park Improvements;
- vi. 2012: Resolution 329-12: Pulaski Park Renovation Project;
- vii. 2013: Resurfacing of Carver Park Basketball Court;
- viii. 2013: City Acquired Sanzari Park from Sanzari Family;
- ix. 2014: Ordinance 32-2014 – Pulaski Park Improvements included basketball court, lighting, electrical improvements, sidewalk and walking path, etc. Project completed;
- x. 2014: Ordinance 29-2014: Columbus Park got new playground equipment which was installed in 2015;
- xi. 2015: Ordinance 25- 2015: Bonded for Atlantic Street Park improvements;
- xii. Also received a \$268,000 grant from Bergen County in 2015;
- xiii. 2015: Ordinance 1-2015 designated money for Atlantic Street Park improvements. Atlantic Street Park opened July 15, 2015;
- xiv. 2015: Ordinance 56-2015: Carver Park Splash Pad and bathroom improvements and it opened August 4, 2016;
- xv. 2016: Ordinance 14-2016 Bonded for Johnson Park Sports Facility;
- xvi. 2016: Received a grant for Foschini Park Improvements;
- xvii. 2017: Hackensack Performing Arts Center opened in 2017;
- xviii. 2017: Ordinance 40-2017 – Bonded for park improvements – 2 baseball fields at Foschini, drainage system, fences, etc;
- xix. 2017: Local match grant and Bergen County Open Space grant for Foschini Park, to purchase playground equipment in 2017;
- xx. 2017: M&M Recreation Center Building to be completed in 2019;
- xxi. 2018: Bond Ordinance 51-2018 includes money for various park improvements

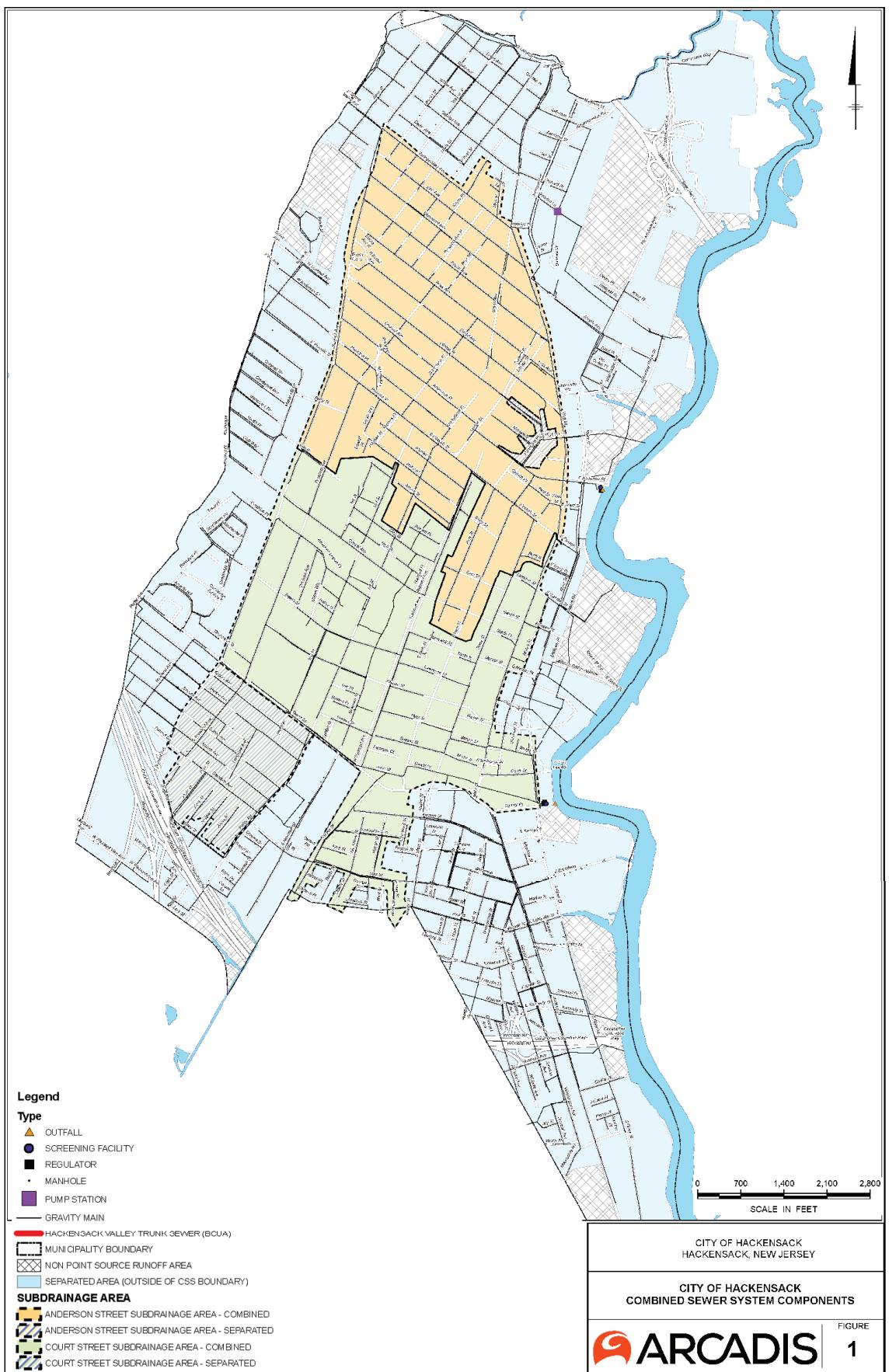


Figure 2.1: Arcadis Combined Sewer System Map

including but not limited to replacing Johnson Park turf, and renovations of restrooms and other improvements at Staib Park;

5. Protect the environment through the preservation of wetlands and wetland corridors, preservation and upgrading surface water quality of all rivers and streams, and protection of significant treed areas and areas designated as natural areas. Also promote new construction that embraces sustainable or green building practices;

- a. Underlying and Related Issues

- i. Combined Sewer system:

- (1) Hackensack currently has two combined sewer outfalls, which discharge to the Hackensack River. These combined sewers and aging sewer mains pose a serious problem especially during wet events and requires immediate attention
      - (2) The City has a Combined Storm Water System (CSO). During wet events portions of the City flood which remains a serious problem and an obstacle to development in Hackensack.

- ii. Flooding: Flooding continues to be a problem and obstacle to development in Hackensack. Areas surrounding the Coles Brook often flood during heavy rainfall events.

- iii. Additionally, in other areas of the City there have been areas identified which flood during less-intense rainfall events. These areas are outlined in Figure 1.2 of this report.

- b. Actions Taken by the City

- i. EIT Loan: The City has been promoting adequate community services for all portions of Hackensack. In the downtown area the City was awarded an EIT loan to help fund the separation of the storm-water and the sewer system. The Phase 1 separation of the Combined Sewer, which was completed in 2015. Additionally, funding has been secured for Phases 2 and 3 which are currently under construction.

- ii. During wet weather events, storm water flows are conveyed in the same system as sanitary flows. The combined flow travels to a treatment plant, where a small portion is treated, while the rest bypasses the plant and is screened before ultimately discharging into the Hackensack River via a CSO.

- (1) The City of Hackensack was awarded a \$3.2 million EIT loan (\$1 million in principle forgiveness) and has completed the first phase of its CSO separation in the downtown;

- (2) The Phase 1 separation of the Combined Sewer, which was completed in 2015. Additionally, funding has been secured for Phases 2 and 3 which are currently under construction.

- iii. The City has required new development in the downtown to include underground

storm-water storage;

iv. The City increased the sewer tap fees for new development in the Rehabilitation Area from \$1,000 per unit to \$2,500 per unit. These funds would be used to off-set the cost of future infrastructure improvements;

c. Change in Conditions:

i. Superstorm Sandy and Other Large Storms since 2005:

(1) On October 30, 2012, Superstorm Sandy hit New Jersey and caused billions of dollars in damage statewide, including the City of Hackensack and other waterfront municipalities in North Jersey;

(2) The storm raised the public awareness to the threats faced by waterfront municipalities caused by changing climate, destruction of wetlands, and excessive impervious coverage;

6. Encourage adaptive re-use of historic and character-defining structures, where appropriate encourage context-sensitive design of replacement structures;

a. Comments:

i. The City of Hackensack has had several projects that are key examples of adaptive re-use of historic and character-defining structures;

(1) The City completed renovating the approximately 140 year old former Masonic Temple, located at 102 State Street, into a Performing Arts Center in 2017;

(2) Plans were approved to renovate 149 Main Street to keep the historic art deco facade (former Woolworth's) and incorporate it into a proposed five story mixed use development;

(3) Work has been completed at 161 Main Street to keep the existing facade and incorporating it into the proposed mixed use development;

(4) Renovations at 210 and 214 Main Street are underway to keep the existing facade and adaptively reuse the former Bank of America Building into a mixed use project with approximately 132 units and 3,000 sf of retail;

7. Promote adequate community services for all portions of Hackensack with emphasis on improving the quality and adequacy of education, storm-water drainage, sewer, transportation, parking and recreation facilities;

a. Underlying and Related Issues:

i. Inadequate Parking: Inadequate parking in the downtown area and the nearby neighborhoods has been a problem in Hackensack for almost a decade;

ii. The on-street parking policies limit vehicle turn-over on Main street through low-meter rates and long permitted times;

b. Actions Taken by the City:

i. Parking:

- (1) A 2013 parking study completed by Bier Associates identified approximately 2,559 parking spaces in the Rehabilitation Area, including 2,012 off-street meter and permit spaces and 529 on-street meter spaces;
- (2) As of 2019, that number has changed to 2,057 off-street meter/permit spaces and 518 on-street spaces (resulting from a reduction on some streets and increases on Moore and Warren Streets);
- (3) The City has begun adopting new technologies to improve their parking management, enforcement, and financial sustainability. These include electronic meters that can be paid by card, coin, or phone app, and license plate recognition technology;
- (4) The City has appointed an Operations Supervisor of Parking, with the goal of creating a centralized parking office or authority;
- (5) Meter rates have increased across the City, and now range from \$0.50 (or \$0.75 per hour at Atlantic Street Garage) to \$1.00 per hour whereas they were previously between \$0.25 and \$0.50 per hour;
- (6) Parking permit rates have increased to \$100 per month on surface lots and \$110 per month in garages;
- (7) Whereas the City previously relied on an armored vehicle company to count and deliver meter coin revenues, the City has acquired a coin counting machine, which helps ensure that bank deposits are accurate;
- (8) The City has adopted two new ordinances relating to parking:
  - (a) Payment in Lieu of Parking: This ordinance allows developers to pay into a municipal fund in-lieu of constructing a portion of their parking requirement on site.
  - (b) Valet Ordinance: To address the issue of restaurants taking up local parking spaces through valet services, the City has adopted an ordinance requiring businesses to obtain permits and licenses to operate a valet for a total of \$250 per year for licensing and \$100 per year for permitting. These funds are paid into a general parking fund;

8. Improve and upgrade traffic circulation and safety throughout the City, including the provision of additional passenger rail service and improved inter-modal transportation facilities;

a. Underlying and Related Issues:

i. Traffic congestion along River Street, Main Street and many other local streets continues to be an issue of concern. The changing land use patterns will increase traffic along

*the already busy River Street Corridor. Access and circulation issues and land use and redevelopment opportunities should be evaluated in the area within walking distance of the NJ Transit Bus Terminal on Moore Street;*

- ii. *Circulation is severely limited in the Polifly Road area, where it intersects with Route 80. The westbound approach to Route 80 is especially backed up during peak periods.*
- iii. *The downtown is comprised of a series of one-way streets;*
- iv. *The Regional Bus Station has approximately twenty four (24) routes and services Bergen, Passaic and Hudson Counties as well as New York City. The existing station is significantly deficient in space which requires buses to park on City streets while waiting to access the terminal;*

b. Actions Taken by the City:

- i. The City completed the conversion of State Street from a one-way street to a two-way street in 2018, and anticipates converting Main Street back to two way by the end of 2020;
- ii. No change has been made and no studies have been started for the congestion issues at the Polifly Road - Route 80 intersection. Buy-in and permitting are required by New Jersey Department of Transportation in order to implement any changes;
- iii. The City adopted a redevelopment plan for the NJ Transit Regional Bus Terminal (133 River Street - Probation Site Redevelopment Plan), which included a development plan to allow for a mixed use development which would include the following:
  - (1) Expansion of the existing NJ Transit Terminal on the ground level from three to twelve bus pick-up areas;
  - (2) Two level of public parking to support transit ridership and the proposed office / residential uses;
  - (3) Veteran's and senior housing for approximately 96 units above the proposed parking structure;

c. Change in Conditions:

- i. Passaic-Bergen Passenger Service Restoration Project: NJ Transit revived the Passaic-Bergen Passenger Service Restoration Project and began a community engagement and study process in 2018, which is expected to be completed by Fall of 2019;
  - (1) The Passaic-Bergen passenger rail service operated until 1966;
  - (2) The alignment of the proposed service is located within the existing Susquehanna Rail line right of way which is occasionally used for freight transport;
  - (3) NJ DOT began exploring the possibility of reviving the train line in the mid 1990's

which stalled due to economic issues;

- (4) Service is envisioned to extend from Hawthorne in Passaic County to 69th Street in North Bergen that would tie into the Tonnelle Avenue light rail station;
- (5) The proposed alignment would include two potential stations in Hackensack with one being located at Prospect Avenue and the other adjacent to the existing NJ Transit Regional Bus Terminal;

ii. Bus Rapid Transit Service: NJ Transit and Bergen County commissioned a study published in 2016, which proposed a bus rapid transit (BRT) network extending north to south from Montvale to Secaucus and east to west from Paterson to Englewood;

- (1) BRT is a form of public transit which uses a combination of dedicated lanes and modern technology to provide an express bus service which is quicker and more efficient than local bus service but is less costly and easier to establish than rail;

iii. Shuttle Bus Service: The County received a \$500,000 grant to operate a free shuttle bus service in Hackensack for a 5-year period;

- (1) Bergen County implemented a free shuttle services in 2018. The free service runs between the city's bus terminal, two train stations, the county complex and the local hospital, and is offered to anyone commuting in the city;
- (2) The route, called the "Transit Connector" is operational and stops at the Essex Street and Anderson Street train stations, the Hackensack bus terminal on Moore Street; Hackensack Medical Center on Atlantic Street, and the County complex;
- (3) The route also allows for users to call and request "route deviations" to pick them up from a location within two (2) blocks from the main route provided that the request is made at least 24 hours prior to the trip;
- (4) The route runs from 7am to 7pm Monday through Friday on 13 holidays.;

9. Promote and expand economic opportunities in Hackensack in order to maintain job opportunities and the economic well-being of Hackensack's citizens; encourage the non-institutional expansion of the health services sector within Hackensack;

- a. Underlying and Related Issues:
  - i. Stagnant Economic Conditions: Hackensack University Medical Center has been the primary source of employment in the City for the last decade. Other than the expansion of the existing Hackensack University Medical Center, Hackensack has not seen any other significant job related growth;
- b. Actions Taken by the City:
  - i. In 2018 the City created a second rehabilitation area comprising 238 parcels including the Hackensack University Medical Center campus and other properties located

between Essex and Beech Streets and Prospect and Railroad Avenues;

(1) Subsequently, the City adopted a redevelopment plan affecting 57 of the 238 parcels in the rehabilitation area which included the expansion of the Hackensack Meridian Health Campus to include a new Power Plant, and \$700 million expansion over the existing Second Street called the Pavilion Project;

c. Change in Conditions:

- i. Bergen County recently completed the construction of a \$104 million, 65,000 square-foot administration building with a 700-space public parking structure;
- ii. Residential / Retail Development under Construction: As previously noted, the Rehabilitation Plan has attracted significant new commercial and residential development in the downtown. Projects under construction and completed include:
  - (1) Avalon Bay: 226 residential units completed in 2015;
  - (2) 100 State Street: 222 residential units completed in 2017;
  - (3) 161 Main Street: 12 residential units with retail completed in 2017;
  - (4) Aldi Supermarket: Approximately 17,000 sf grocery store completed in 2018;
  - (5) 240 Main Street: 106 residential units with retail completed in 2019;
  - (6) 210-214 Main Street: 127 residential units with retail to be completed in 2020;
  - (7) 18 East Camden Street: 254 residential units completed in 2020;
  - (8) 170 Main Street: 379 residential units with retail under construction;
  - (9) 383 Main Street: 82 residential units with retail under construction;
  - (10) 149 Main Street: 72 residential units with retail under construction;
  - (11) 50 Main Street: 36 residential units under construction;
  - (12) 22 Sussex Street: 88 residential units under construction;
  - (13) 150 River Street - Phase 1: 272 residential units under construction;
  - (14) 150 River Street - Phase 2: 39 residential units with retail;
  - (15) 286 Main Street: Renovation of an existing grocery store under construction;
  - (16) 437 Main Street: 235 residential units under construction;
  - (17) Zabriskie Street: 380 residential units under construction;
  - (18) 77 River Street: Rock Climbing Facility under construction;
  - (19) Lot C Redevelopment Plan: 379 residential units, with retail and 200 public parking spaces under construction;
- iii. Residential / Retail Development with Site Plan Approvals: Projects that have site plan approval but are not under construction include:

- (1) 321 Main Street Redevelopment Plan: Approved for residential, retail and commercial uses;
- (2) 76 Main Street: 24 residential units with retail;
- (3) 430 Main Street: 40 residential units with retail;
- (4) 150 River Street (Phases 3-5): 343 residential units with retail;
- (5) 22 West Camden Street: 60 residential units;

iv. Residential / Retail Development with adopted Redevelopment Plans: The City of Hackensack has adopted the following redevelopment plans, which have either not started construction or do not have site plan approval as of yet:

- (1) Lot D Redevelopment Plan: Approved for residential, retail and public parking;
- (2) Anderson Street Redevelopment Plan: Approved for between 120 and 222 residential units, and retail;
- (3) Green Street Redevelopment Plan: Approved for a maximum of 210 residential units with retail;
- (4) 463 Main Street Redevelopment Plan: Approved for a maximum of 61 residential units with retail;
- (5) 17 Mercer Street Redevelopment Plan: Approved for a maximum of 31 residential units;

10. Promote and upgrade the downtown of Hackensack, including the four spheres of influence with an emphasis on assuring a vibrant, mixed-use and appealing downtown;

- a. Actions Taken By the City:
  - i. The City adopted the Downtown Rehabilitation Plan in 2012 (last amended in 2018) which promotes the development of mixed use, residential projects;
    - (1) As of the writing of this Report, approximately 4,257 residential units and over 100,000 square feet of commercial space have been approved, are under construction, completed, or are in the design phase, as follows:

Completed / Under Construction:	2,909 units
In Design Phase:	1,348 units,
  - ii. Ordinance 3-2014 created a five-year property tax abatement for rehabilitation and new development within the Rehabilitation Area;

#### **I. Other Major Issues Identified in the 2001 Master Plan and 2009 Reexamination Report**

- 1. Inconsistencies between Master Plan and Zoning Ordinance:

- a. The 2001 Master Plan recommended that the following inconsistencies be rectified.
  - i. Zoning districts should be established base upon master plan recommendations;
  - ii. Density issues should be clarified to ensure consistency between the master plan and zoning ordinance;
  - iii. A new zoning map should be drafted utilizing lot lines as boundaries to eliminate the prevalence of split zone lots;
- b. Comments:
  - i. The City changed the zoning for the Downtown in 2012 through the Rehabilitation Planning process;
  - ii. Additional recommendations for development surrounding the downtown and the NJ Transit stops on the Pascack Valley line need to be provided to support the City's goals and objectives;
  - iii. This Report will echo and expand upon the recommendation to utilize lot lines as zone boundaries to prevent split-zone lots and to ensure that land uses are compatible with those across the street;

2. Land Use Issues:

- a. Inconsistencies with the Existing Land Use Map and the Zoning Ordinance:
  - i. The 2001 Land Use Map indicated that the R-2B, Single Two-family and Townhouse District that lies to the north side of Kansas Street and between State Street and New Street contains office use. The City's R-2B Districts however permits only residential and professional practice office use not general office use;
  - ii. The 2001 Land Use Map indicates that properties that have frontage on Union Street and directly abut the M1 District to the west contain industrial use. These properties currently lie fully within the R-3B, Medium Density, Multi-family and Offices Districts. Industrial Use is not a permitted use in this District;
  - iii. The 2001 Land Use Map indicates that the R-2A District that directly abuts the B1 District to the west includes properties located on both sides of Passaic Street, which contain general commercial use; however, the City's current R2A district regulations do not permit general commercial use;
- b. Comments:
  - i. The City hired a firm to digitize and update the zoning map by block and lot. This process will be completed in 2021;

3. Tax exempt properties:
  - a. The 2001 Master Plan recommended that the following conditions be minimized
    - i. The parcel data indicates that Hackensack had 227 tax-exempt properties that covered approximately 254 acres of land in 2000;
    - ii. The amount of tax-exempt properties in comparison to other municipalities in Bergen County places a larger tax burden on the existing commercial, retail and residential uses;
  - b. Comments:
    - i. In 2018, there were 400 acres of tax exempt property assessed at \$1,236,252,900, 100 acres of which is owned by the City and another 81 acres of which is owned by the County (not including land owned by the municipal or county education entities or individual agencies);
    - ii. The average residential property tax rate in 2018 was 3.412% or \$8,375 dollars. The rate is just under 1% greater than the County average (2.469%), but the average dollar amount is almost \$3,000 less than the average of \$11,780 collected around the county;
4. Economic Stagnation/Decline
  - a. The North Jersey Media Group (Record) closed its Hackensack operations and moved to Woodland Park;
    - i. A redevelopment plan was adopted for The "Record" site;



# SECTION 3

*The extent to which there have been significant changes in the assumptions, policies and objectives forming the basis for the Master Plan or development regulations as last revised;*



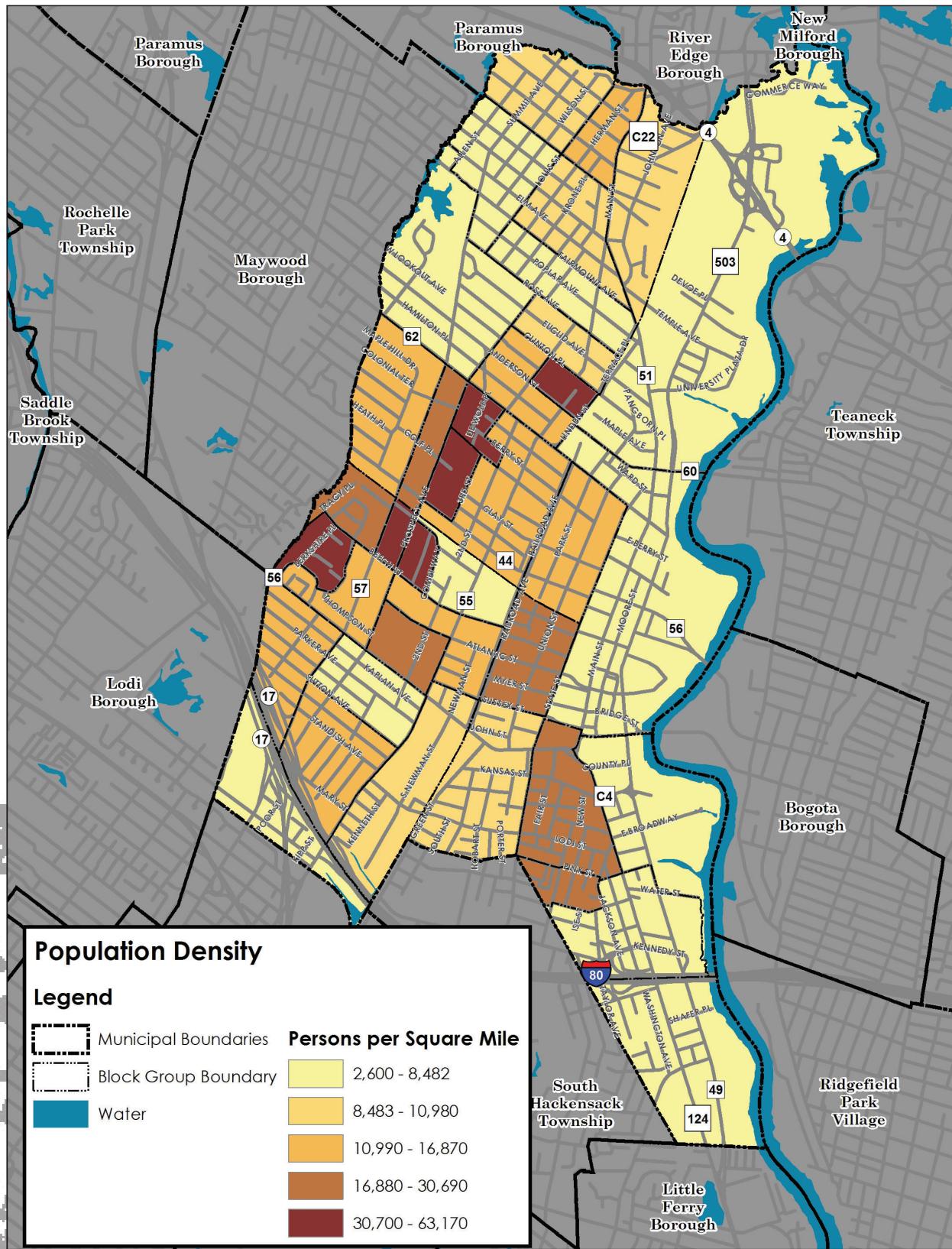


Figure 3.0: Hackensack Density Population Map

## SECTION 3:

### THE EXTENT TO WHICH THERE HAVE BEEN SIGNIFICANT CHANGES IN THE ASSUMPTIONS, POLICIES AND OBJECTIVES FORMING THE BASIS FOR THE MASTER PLAN OR DEVELOPMENT REGULATIONS AS LAST REVISED:

As a part of the Reexamination process, the MLUL requires an assessment of the changes that have taken place in the community since the adoption of the last Master or Reexamination Plan. There are a number of substantive changes at the state and local level since the adoption of the 2009 Master Plan Reexamination.

#### **I. Demographics and Population Characteristics:**

1. Population Growth: The City of Hackensack has seen fluctuating growth from 1900 through 2010, with booming changes from the 1910's-1930's. After the 1930's the population growth slowed but has continued to increase ever since, with occasional spikes of 10% or more. The population grew by a net of 961 people in the first decade of the 21st century, compared to only 278 people between 2010 and 2017.

#### Rate of Population Growth:

Year	Pop.	Pop. Change	% Change
1900	9,443	---	---
1910	14,050	4,607	32.8%
1920	17,667	3,617	20.5%
1930	24,568	6,901	28.1%
1940	26,279	1,711	6.5%
1950	29,219	2,940	10.1%
1960	30,521	1,302	4.3%
1970	36,008	5,487	15.2%
1980	36,039	31	0.1%
1990	37,049	1,010	2.7%
2000	42,049	5,000	11.9%
2010	43,010	961	2.2%
2017	43,288	278	0.7%

2. Age Characteristics: The City has seen a significant decline in population for the majority of age classifications below 44 years old, while there was a significant increase in persons aged 55 and older. Notwithstanding, although the population of 35 to 44 year olds declined between 2000 and 2010, it has rebounded slightly since 2010, accompanied by a 16.1% increase in children younger than 5 years old. While an aging population is consistent with national trends, the steady growth in young children over the decades is a deviation from the national trend of shrinking family sizes.

Age Characteristics:

Age	1990	2000	2010	2017	% Change
Under 5	2,068	2,465	2,774	3,222	16.1%
5 to 14	2,887	4,139	4,022	3,848	-4.3%
15 to 24	4,611	4,837	4,815	4,731	-1.7%
25 to 34	8,919	8,833	8,153	7,758	-4.8%
35 to 44	5,989	7,549	6,723	7,085	5.4%
45 to 54	3,975	5,740	6,202	6,249	0.7%
55 to 64	3,292	3,785	5,003	5,392	7.8%
65 to 74	2,952	2,693	2,798	3,711	32.6%
75 to 84	1,825	1,868	1,765	1,651	-6.5%
Over 85	531	768	755	1,027	36.0%

3. Average Household Size: The average household size for the City of Hackensack has been consistent since the 1970's.

Average Household Size 1970 - 2017:

Year	Households	Size
1970	13,547	2.61
1980	15,827	2.23
1990	16,464	2.16
2000	18,113	2.26
2010	18,142	2.30
2017	18,817	2.30

**II. Housing Characteristics:**

1. Occupancy Status: Since 2000, there has been an increase in the number of owner-occupied housing units and vacant housing units. This paints a mixed picture of the economic conditions in the City. On one hand, the increase in owner-occupied units is indicative of improved financial health of the City's households. On the other hand, the increase in vacancy rates suggests that certain areas of the City are either experiencing out-migration or the number of units being added to the housing stock is out pacing the number of households that can or want to live in them.

Occupancy Status by Tenure (2000 - 2017):

Characteristics	2000		2010		2017	
	# Units	%	# Units	%	# Units	%
Owner Occupied	5,879	31.03%	6,390	32.98%	6,505	32.09%
Renter Occupied	12,237	64.58%	11,752	60.66%	12,312	60.74%
Vacant Units	832	4.39%	1,233	6.36%	1,452	7.16%
Total	18,948	100	19,375	100%	20,269	100%

2. Housing Units by Type: Between 2000 and 2017, there has been little change in the number of single-family dwellings. At the same time, there has been a decrease in the stock of units in buildings with more than 20 dwellings and an increase in the number of units with two (2) to 19 units. Within that, two-family dwellings have increased by 38.9% and then number of units in five- to nine-unit buildings has increased 77.4%

Housing Units by Type:

Units in Structure	2000		2010		2017	
	# Units	%	# Units	%	# Units	%
Single Family, Detached	3,673	19.4%	4,004	20.2%	3,675	18.1%
Single Family, Attached	421	2.2%	375	1.9%	585	2.9%
2	2,055	10.8%	2,499	12.6%	2,856	14.1%
3 or 4	1,053	5.6%	1,229	6.2%	1,248	6.2%
5 to 9	820	4.3%	926	4.7%	1,455	7.2%
10 to 19	1,728	9.1%	1,878	9.5%	1,903	9.4%
20 to 49	3,137	16.6%	3,083	15.5%	2,811	13.9%
50 or more	6,051	31.9%	5,825	29.3%	5,661	27.9%
Mobile Home	7	0.0%	12	0.1%	59	0.3%
Boat, RV, Van Etc	-	0.0%	18	0.1%	16	0.1%
Total	18,945	100%	19,849	100%	20,269	100%

III. Employment Characteristics for Residents:

1. Labor and Unemployment Trends: The City's unemployment rate in 2018, at 4.3%, is less than half of the unemployment rate of 9.6% in 2010, but remains higher than the County-wide rate of 2.9%.

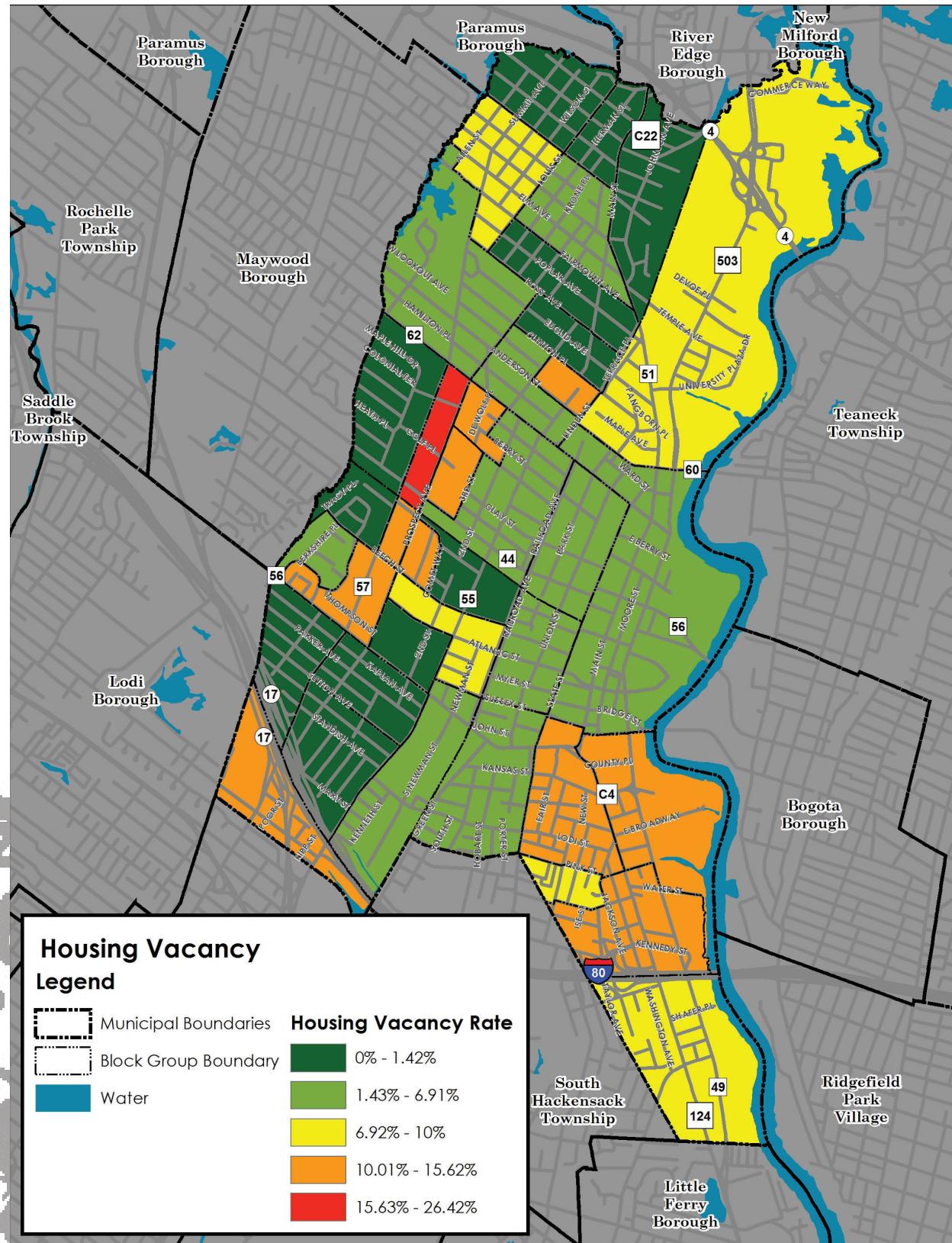
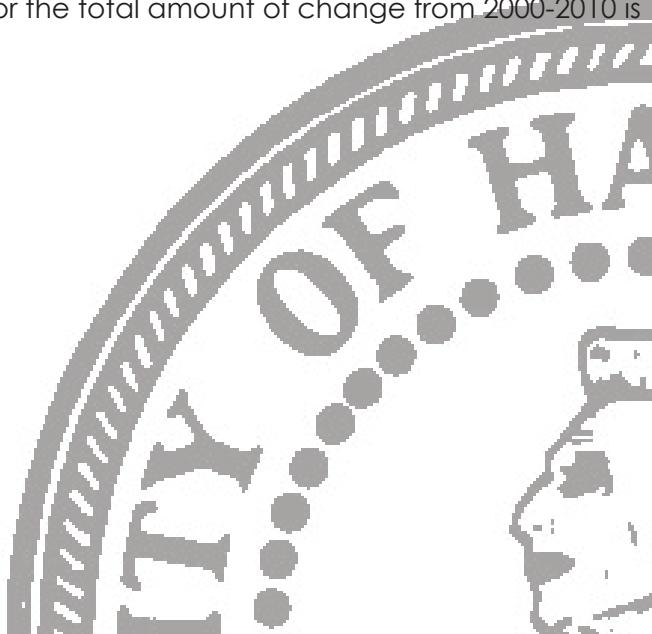


Figure 3.1: Hackensack Housing Vacancy by Census Block Group Map

Labor Force Participation and Unemployment Since 2010:

Year	Labor Force	Employment	Unemployment	Unemployment %
2010	24,200	21,900	2,300	9.6
2011	24,300	22,100	2,200	9.2
2012	24,500	22,400	2,200	8.8
2013	24,300	22,400	1,900	7.7
2014	24,100	22,500	1,600	6.5
2015	24,200	22,800	1,400	5.7
2016	24,100	22,900	1,200	5.0
2017	23,900	22,800	1,100	4.7
2018	23,800	22,700	1,000	4.3

2. Employed Residents Age 16 and Over By Industry: Since 2000 there have been significant changes to the relative industries for the employed residents with the largest increases in Transportation and Warehousing and Utilities (+25.8%), Educational, Health and Social Services (+26.7%), and Public Administration (+31.1%). For other Industry changes in the positive are; The Retail Trade industry increased by 2.3 %, The Arts and Entertainment industry increased by 8.2 %, The Other Services industry increased by 10.0 %, The Professional, Scientific, Management, Administrative and Waste Management Services industry increased by 17.7%, The Construction industry increased by 18.4%. The least amount of change from 2000 to 2010 in the negative are the Information industry (-1.3%) and the Finance, Insurance, Real Estate, and Rental / Leasing industry (-1.4%). The most amount of change from 2000-2010 in the negative are the Wholesale Trade industry (-15.6%) and the Manufacturing industry (-66.2%). However for the total amount of change from 2000-2010 is 8.4%.



Employment of Residents Age 16 and Over by Industry:

Industry of Employment	# of Residents Employed in Industry			
	2000	2010	2017	2000-2017 Change
Agriculture, Forestry, Fishing and Hunting, and Mining	4	29	29	625%
Construction	933	1,143	1,283	38%
Manufacturing	2,734	1,645	2018	-26%
Wholesale Trade	1,184	1,024	664	-44%
Retail Trade	2,615	2,677	2,271	-13%
Transportation and Warehousing, and Utilities	1,078	1,452	1,206	12%
Information	1,133	1,118	919	-19%
Finance, Insurance, Real Estate, and Rental and Leasing	1,978	1,951	1,943	-2%
Professional, Scientific, Management, Administrative, and Waste Management Services	2,715	3,297	3,030	12%
Educational, Health and Social Services	4,127	5,628	6,389	55%
Arts, Entertainment, Recreation, Accommodation and Food Services	1,674	1,823	2,460	47%
Other Services (Except Public Administration)	1,166	1,295	1,107	-5%
Public Administration	612	888	486	-21%
Total	21,953	23,970	23,805	

3. Employed Residents Age 16 and Over By Occupation: Since 2000, there has been a significant change in the occupation of employed residents. The Management, Professional and Related Occupations have increased by approximately 10%, the Service Occupations have increased by approximately 26%, the Construction, Extraction, and Maintenance Occupations have increased by approximately 23%, while Sales and Office Occupations have decreased by 2% and Production, Transportation and Material Moving Occupations have decreased by 15%.

Employed Residents Sixteen and Over, By Industry (2010):

Industry of Employment	Residents			
	2000	2010	2017	2000-2017 Change
Management, Professional, and Related Occupations	7,817	8,740	9,146	17.00%
Service Occupations	3,262	4,453	4,624	41.75%
Sales and Office Occupations	6,534	6,405	5,304	-18.82%
Natural Resources, Construction, and Maintenance	1,348	1,772	1,770	31.31%
Production, Transportation, and Material Moving Occupations	2,992	2,600	2,961	-1.04%
Total	21,953	23,970	23,805	8.44%

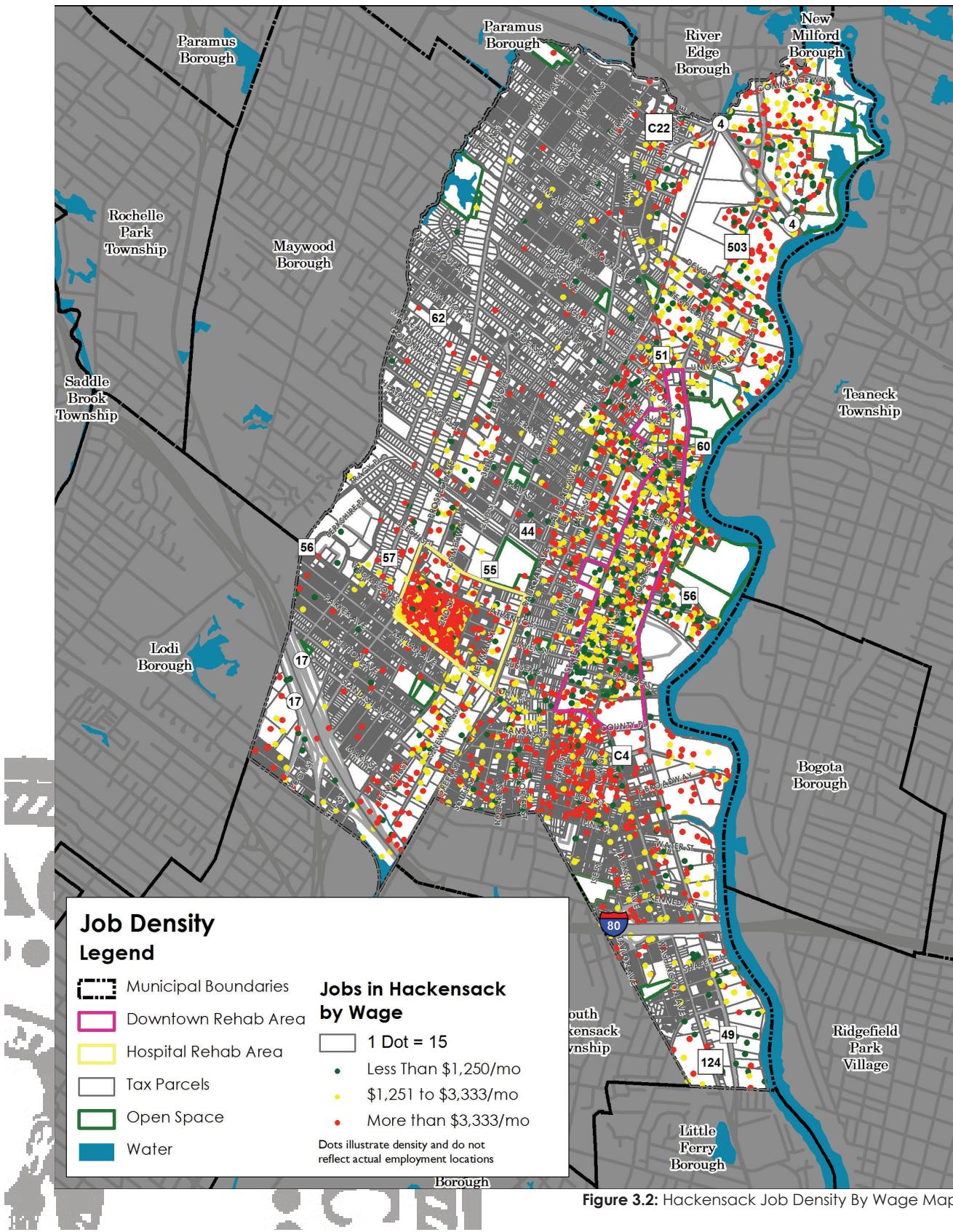
**IV. Characteristics of Local Jobs**

- Gross Change in the Number of Jobs:** Based on Longitudinal Employment-Household Dynamics data published by the U.S. Census, the number of people whose primary employment is in Hackensack increased by 2,354 between 2009 and 2015 (the most recent year for data at this level) from 37,974 to 40,328 persons.
- Wages:** During the 2009 to 2015 time period, the number of jobs paying monthly wages greater than \$3,333 increased by 3,044. Meanwhile, the number of jobs paying less than \$1,250 per month increased by 311, and the number of jobs paying between \$1,251 and \$3,333 per month dropped by 1,001. In 2015, the largest portion of the lowest paying jobs were located along Main and State Streets, whereas the highest paying jobs were located in and around the hospital and County facilities. As of 2015, more than half of all jobs in Hackensack were paying more than \$3,333 per month, or roughly \$40,000 per year.

Monthly Wages in 2009 versus 2015:

Monthly Wages	2009		2015	
	Workers	%	Workers	%
≤\$1,250 / month	7,205	19%	7,516	18.6%
\$1,251-\$3,333 / month	13,127	34.6%	12,126	30.1%
> \$3,333 / month	17,642	46.5%	20,686	51.3%

- Sector Growth:** Despite the local job growth, there was little change in the scale of the various industrial sectors in relation to the City's economy as a whole. For example, while the number of jobs in the Health Care and Social Services sector grew by just under 1,500, the sector held 39.9% of jobs in Hackensack in 2015 as compared to 38.4% in 2009. The most

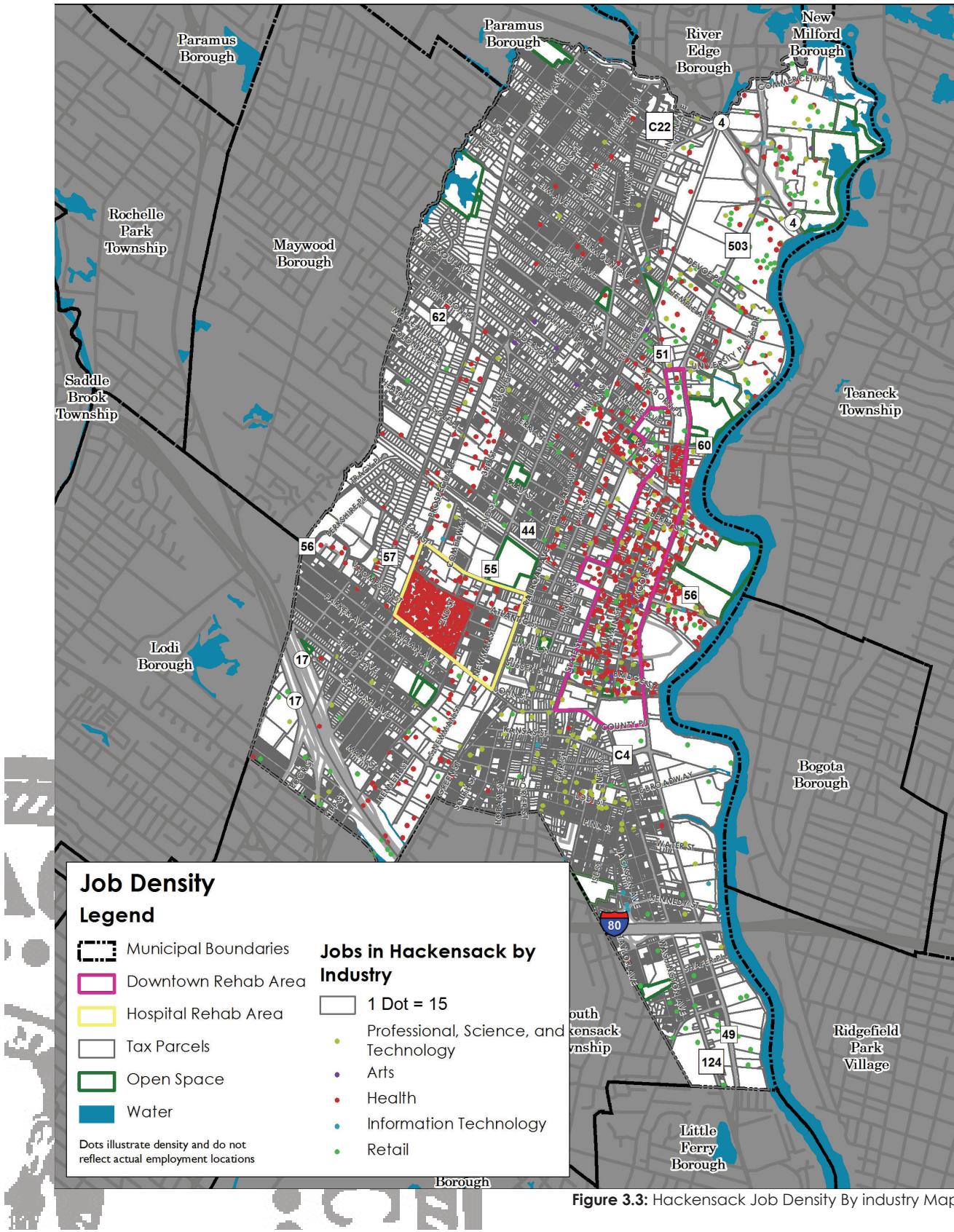


**Figure 3.2:** Hackensack Job Density By Wage Map

significant change was in the Professional, Scientific, and Technical Services sector where the number of jobs decreased by 1,775 and the sector dropped 2.5% from providing 9.2% of jobs in 2009 to providing 6.7% of jobs in 2015 in Hackensack.

Workers Employed in Hackensack by Sector in 2009 versus 2015:

Industry	2009		2015	
	Workers	%	Workers	%
Agriculture, Forestry, Fishing and Hunting	4	0%	4	0%
Mining, Quarrying, and Oil and Gas Extraction	2	0%	8	0%
Utilities	283	0.7%	186	0.5%
Construction	2,111	5.2%	2,028	5.3%
Manufacturing	1,114	2.8%	1,064	2.8%
Wholesale Trade	2,922	7.2%	1,960	5.2%
Retail Trade	2,885	7.2%	3,047	8%
Transportation and Warehousing, and Utilities	544	1.3%	537	1.4%
Information	268	0.7%	332	0.9%
Finance and Insurance	854	2.1%	806	2.1%
Real Estate, and Rental and Leasing	584	1.4%	651	1.7%
Management of Companies and Enterprises	66	0.2%	337	0.9%
Professional, Scientific, Technology and Management	2,711	6.7%	3,486	9.2%
Administrative, and Waste Management Services	2,599	6.4%	1,907	5%
Educational	1,473	3.7%	1,548	4.1%
Health and Social Services	16,084	39.9%	14,593	38.4%
Arts, Entertainment and Recreation	303	0.8%	211	0.6%
Accommodation and Food Services	1,764	4.4%	1,470	3.9%
Other Services (Except Public Administration)	677	1.7%	678	1.8%
Public Administration	3,080	7.6%	3,121	8.2%



4. Educational Attainment: Despite the net growth in higher paying jobs, 2,000 of the net new jobs created in Hackensack between 2009 were held by workers with just a high school education or less.

## V. Projected Growth

1. Long Term Projections: Using on available data, the North Jersey Transportation Planning Authority (NJTPA) periodically publishes projections on the change in the population, the number of households, and the number of jobs in municipalities in northern New Jersey over a 30 year period. The NJTPA's most recent report projects that by 2045, the population of Hackensack will growth to 50,013 persons, the number of households in the City will reach 21,288, and the number of jobs in the City will reach 45,032

Projected Change in Population, # of Households, and Number of Jobs between 2015 and 2045, according to North Jersey Transportation Planning Authority

Population			Households			Employment		
2015	2045	% Change	2015	2045	% Change	2015	2045	% Change
43,768	50,013	0.40%	18,222	21,288	0.50%	42,488	45,032	0.20%

2. Short Term Projections: As is noted in several places within this Reexamination Report, the City's efforts to revitalize its downtown has directly and indirectly triggered the construction and planning of as many as 4,034 dwelling new units and 136,729 square feet of new commercial space as of the writing of this report.

In March of 2019, Whitehall Associates, Inc. published a preliminary analysis of the impact of 2,028 residential units in 12 approved new developments on the City's public school attendance. The Whitehall analysis projected the addition of 278 students to the City's annual public school attendance by the 2023-2024 school year. The City has calculated the actual number of new public school students from the 12 approved projects at 104 based on demographic multipliers published by David Listokin, et al. of Rutgers University in 2006, with the assumption that households occupying the new units will be predominantly earning at least median household income. It is reasonable to expect that the 4,034 dwelling units approved by the City at the time of the writing of this Reexamination Report will add approximately double the number of students to the City-wide school attendance estimated by the City (208 students).

Based on the Listokin demographic multipliers, the number of residents in the 4,034 units can be projected at around 7,300 persons, and the number of jobs created by the 136,729 square feet of non-residential space can be projected between 52 and 409 permanent jobs.

**VI. Major Issues Currently Facing the Municipality:****1. Ratables / Tax Appeals:**

- a. In recent years, the City of Hackensack dealt with over \$30 million in tax appeals based on a declining downtown, lower property values and the recent recession;
  - i. The City has used its bonding capacity to repay the appeals over time;
  - ii. The total taxable property value in the City 2018 is 22% less than the total in 2010, after accounting for inflation;
- b. Future redevelopment initiatives in the downtown, along the water front and around the NJ Transit Essex and Anderson Street Transit Stations provide methods for the City to increase its tax base through economic sustainable development patterns;
  - i. The capacity of the City's services and facilities to accommodate growth, and the resources and opportunities available to expand those capacities, must be considered;

**2. Circulation:**

- a. Several streets in the City experience significant congestion and other circulation problems;
  - i. The one-way circulation pattern within and throughout the downtown area creates additional congestion. This circulation pattern has a detrimental affect on retail and commercial establishments on Main Street. The City recently converted State Street from a one-way street to a two-way street and is in the process of converting Main Street;
  - ii. In order to support the downtown revitalization efforts, better daytime mobility between Hackensack University Medical Center, the downtown, and the three NJ Transit facilities needs to be considered;
  - iii. Polifly Road experiences heavy congestion in the mornings and evenings due to backup caused by traffic onto and off of Interstate 80 and NJ 17. The City's control over this problem is limited as the State has jurisdiction;

**3. Community and Recreational Facilities:**

- a. There has been a need to provide additional community, recreation and after school facilities to support the residents and students;
  - i. The existing recreational facilities are inadequate to support the needs of the community and need to be addressed;

**4. Future School Capacity:**

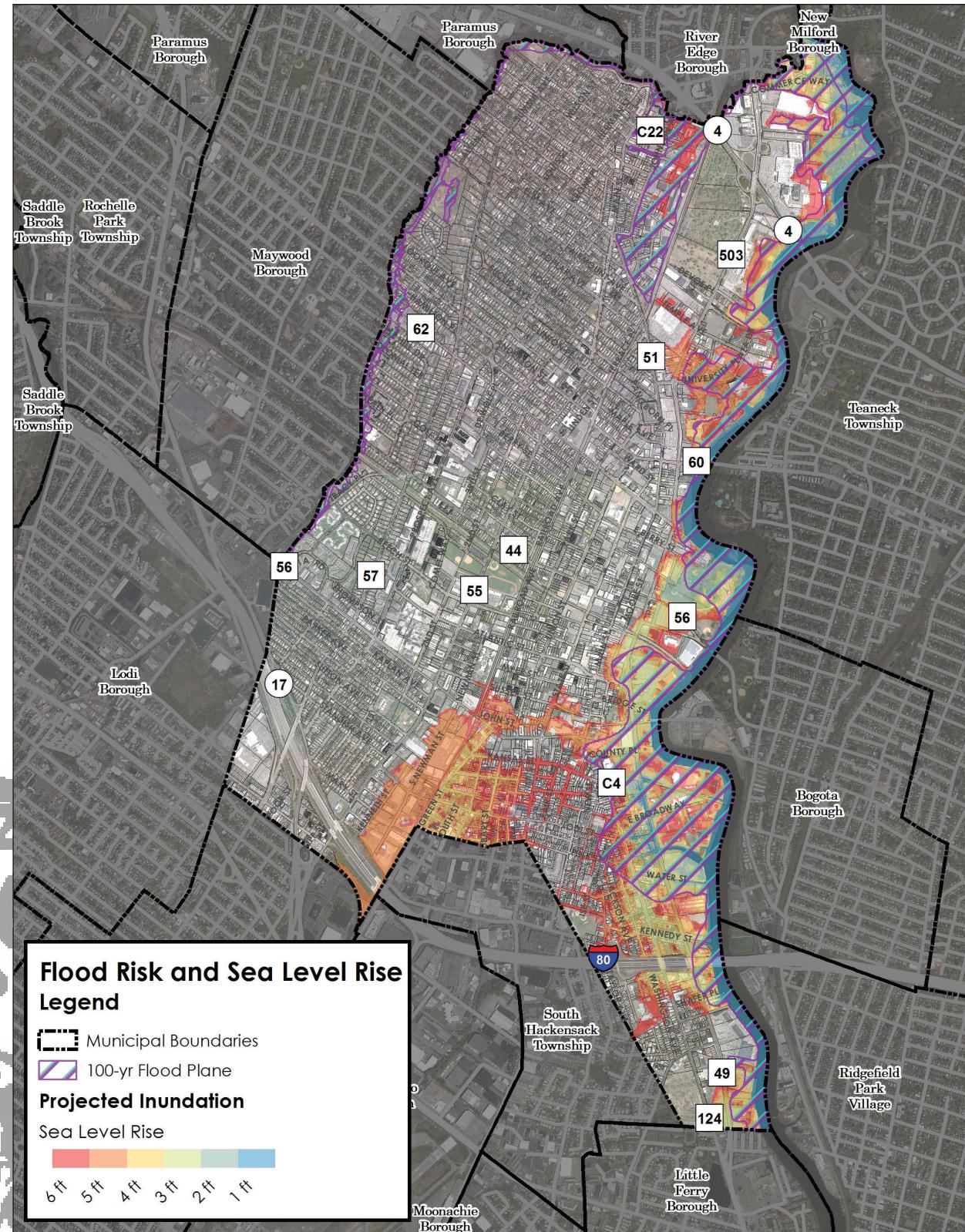
- a. The population for the City of Hackensack has increased every decade since 1930 with 0.78% percent increase from 2000 to 2010;
  - i. The revitalization efforts include over 4,000 residential units that could be created within and surrounding the downtown over the next 10 to 15 years. Many of those units will likely include school age children;

## 5. Public Transit / Transportation:

- a. There are two NJ Transit Stations and one NJ Transit Regional Bus Station that service the City of Hackensack:
  - i. The Pascack Valley line has limited service in the mornings and evenings with both stations being located outside of the downtown area;
  - ii. The limited service schedule and locations of the stations outside of major employment, residential, and shopping areas are not convenient for people commuting into and out of the City;
- b. There is no public transportation that connects the train stations to the bus station, the downtown or the HMH Campus:
  - i. Bergen County received a \$500,000 grant for a five-year rubber-tire trolley to circulate between the City's major employment centers and transit stations; however, the City may be responsible for funding such a service following the expiration of the grant;
  - ii. Although there have been preliminary discussions pertaining to the Passaic - Bergen - Hudson Rail line there has been not real movement on the implementation of this regional transportation network;

## 6. Climate Change and Sea Level Rise:

- a. Parts of the City's Downtown, much of the waterfront, and even the industrial and residential areas around Railroad Avenue in the south end of the City were inundated by flooding during Superstorm Sandy in 2012;
- b. Projected rates of sea level rise vary by study, but there is a realistic probability (33% chance) of at least two-feet of sea level rise by 2050 if no substantial action is taken to reduce global greenhouse gas emissions:
  - i. There is a 73.8% chance of sea levels increasing by six feet during the next century;
  - ii. These chances decrease substantially if significant reduction in emissions occurs;
- c. As a river-fronting City, parts of Hackensack are likely to experience inundation during high tides as well as greater risk of flooding in low-lying areas during storms. Based on projections by NOAA using elevation data, the risk of inundation and frequent flooding to the City is as follows:
  - i. At 1-foot of sea level rise, parts of Foschini and Johnson Parks, the riparian buffer behind the Shops at Riverside, and sections of South River Street, would be subject to frequent inundation;
  - ii. At 2-feet of sea level rise, greater areas of Foschini and Johnson Parks, the riparian buffer behind the Shops at Riverside, and sections of South River Street, and the solar energy facility along the river would be subject to frequent inundation. Other waterfront



properties and Hudson Street would be vulnerable to flooding during storms;

- iii. At 3-feet of sea level rise, River Street south of Mercer Street would be frequently inundated at high tide, as well as the rear areas of the Shops at River Side, the entirety of the solar energy facility, much of the Record Site, and most of Foschini Park. The areas around Railroad Avenue south of Essex Street would be at greater risk of flooding;
- iv. At 6-feet of sea level rise, the worst likely scenario to affect the Atlantic and Raritan Bay area during this century, the business and industrial districts around Railroad Avenue south of Essex Street, the Essex Street train station itself, nearly all waterfront properties and the neighborhoods around River Street and Hudson Street South of Mercer would be regularly inundated during high tide. Other areas that would be inundated in this scenario includes the County complex, the Shops at Riverside, the NJ Transit bus terminal, and even the properties fronting on Kinderkamack Road;
- d. NOAA's projections do not consider existing storm water management mechanisms or the amount of impervious coverage in the projected areas of inundation. Therefore, actual flooding and inundation patterns may be less or more severe;
- e. The City has implemented land use regulations that may help mitigate flood risk, such as requiring easement dedications along the waterfront, mandating 50-foot building setbacks to the river, and requiring new development to provide significant storm water management infrastructure;
  - i. While these strategies may help to reduce the risk of catastrophic flooding during a major storm, they may not adequately address the risk of inundation due to sea level rise;
- f. The City should be prepared for the possibility that global efforts to reduce greenhouse gas emissions will not adequately alleviate the threat that sea level rise poses. This may include further investment in flood protection, drainage, and flood adaptive infrastructure, restrictions on development on or acquisition of property along the waterfront, and other actions that may help ensure that the City continues to be habitable and economically viable in a warmer future;
- g. Due to the inadequate capacity of the existing combined sewer, localized flooding occurs throughout the City. This is not a direct impact of climate change or sea level rise, however it is still a major issue for the City which will be exacerbated by the threat of sea level rise.

## 7. Sustaining Growth:

- a. As the City's revitalization efforts attract new development, the City will likely face new challenges that come with rapid growth;
- b. Regional and global economic cycles and trends;
  - i. The timing of recessions could result in some of the new residential and commercial space remaining vacant for months or years as demand slows or recedes;

- ii. As Millennials and Generation-Z improve their financial health and start families, their preferences for housing, work, and leisure types may differ from the assumptions that have informed development and businesses decisions in recent years;
- c. Diverse assets and opportunities:
  - i. Avoid the over use of a specific model of development (e.g. mixed-use residential);
  - ii. Mixed use development is not sustainable without a modern, vital, and diverse employment base;
  - iii. Ensure that zoning and redevelopment initiatives also keep up with trends in industrial, office, and institutional development;
  - iv. Provide a variety of housing types;
  - v. Create opportunities for housing that is affordable to low, moderate, and middle income households and avoid over-development of "luxury" units;
  - vi. Create opportunities for housing that meets the needs of people in all stages of life;

#### **8. Zoning Ordinance:**

- a. The City's zoning ordinance is outdated, disorganized, and lacks clarity:
  - i. Many uses are prohibited in most or all zones which do not pose any inherent risk to the City's residents, workers, or visitors, which would help to advance the City's redevelopment goals if permitted, and which are subject to regulations under local or other jurisdictions or can be easily regulated by the City to address any concerns about risks to the public;
  - ii. Some of the City's zones are redundant or duplicative and create confusion;
  - iii. Important definitions are absent from the ordinance, are unclear, or contradict other sections of the ordinance;

#### **9. Parking:**

- a. The City does not have a centralized body to administer parking;
- b. Parking permitting and meter prices are not sufficient for the long term sustainability and maintenance of the City's parking infrastructure;
- c. Parking supplies are in flux as lots and garages are being redeveloped;

#### **10. Vacant Housing:**

- a. Although the City's overall vacancy rate (7.2%) is considered to be "healthy" there are several neighborhoods (as shown in the vacant properties map) in the City that have vacancy rates above 10% and one neighborhood with a 26.42% vacancy rate, which are problematic;

# SECTION 4

*The specific changes recommended for the Master Plan or development regulations, if any, including underlying objectives, policies and standards, or whether new development regulations or plan elements should be prepared;*





## SECTION 4:

The specific changes recommended for the Master Plan or development regulations, if any, including underlying objectives, policies and standards, or whether new development regulations or plan elements should be prepared;

### **Section Overview:**

Based on the findings discussed in the previous sections of this Report, the City makes the following recommendations to guide future planning and zoning decisions and activities:

#### **Goals and Objectives:**

Identification of the Goals and Objectives as stated in the 2003 Master Plan and 2009 Master Plan Reexamination report.

#### **Zoning and Land Use:**

Recommendations for changes to the current Zoning and Land Use patterns for the City to ensure growth and compliment the existing neighborhoods.

#### **Streamline & Modernize the Zoning Ordinance:**

Recommendations for changes to the existing Zoning Ordinance to establish clear and concise requirements.

#### **Downtown Revitalization:**

Strategies and recommendations to further advance the revitalization efforts within the downtown.

#### **Cultural and Performing Arts:**

Recommendations to protect, expand, and build on the City's existing cultural and performing arts assets.

#### **Parks and Open Space:**

Recommendations to ensure the City's current open and recreational spaces continue to be well maintained and to meet the community's needs based on new development and future population growth.

#### **Transportation:**

Recommendations for maintaining and improving various transportation and transit alternatives.

#### **Parking:**

Recommendations to modernize and expand the current parking system in order to support the continued growth of the City and to provide appropriate locations for the development of public electric vehicle infrastructure.

#### **Economic Development:**

Recommendations for expansion of market sectors as well as growth to the existing tax base in order to move toward economic sustainability.

#### **Public Facilities and Services:**

Ensuring that the City is prepared to allocate public services including education, public health, and safety in an efficient manner.

#### **Environmental:**

Recommendations to work toward environmental sustainability while improving the storm water and sewer system capacity.

#### **Housing:**

Recommendations to ensure a variety of housing types including Senior, Disabled, Veteran and Affordable housing in the future.

## I. GOALS AND OBJECTIVES

The Goals and Objectives stated in the City's 2003 Master Plan and 2009 Reexamination Report continue to be relevant to the City's planning and policy needs over the next decade. This Reexamination Report recommends that the City make minor changes to the 10 existing Master Plan objectives and add an 11th objective to ensure consistency with the City's other planning documents. The proposed additions are shown in bold and underlined.

1. Maintain and enhance the quality of established neighborhoods in Hackensack and promote compatibility of new development with existing or specifically defined character;
2. Encourage public and private redevelopment to assist in the rehabilitation of areas in need of improvement and upgrading, including the utilization of **County**, State, and Federal assistance programs where applicable as well as public/private partnerships;
3. Provide housing opportunities and a variety of housing for various income levels of the population, including low and moderate income housing, middle income housing and senior citizen housing; encourage multi-family and mixed-use development and redevelopment within the central business district and along the Hackensack River; **promote housing that appeals to and meets the needs households at various stages of life and formation and accommodates aging in place;**
4. Improve the quantity, quality, **variety**, and availability of parks and open space including active and passive recreational facilities, neighborhood parks and environmentally sensitive areas. Encourage open space within major new developments and redevelopment. Promote the establishment of a publicly accessible linear green-way (riverside) park along the Hackensack River;
5. Protect the environment through the preservation **and replenishment** of wetlands and wetland corridors, preservation and upgrading surface water quality of all rivers and streams, and protection of significant treed areas and areas designated as natural areas. Also promote new construction that embraces sustainable or green building practices;
6. Encourage adaptive re-use of historic and character-defining structures, where appropriate encourage context-sensitive design of replacement structures;
7. Promote adequate community services for all portion of Hackensack with emphasis on improving the quality, **accessibility**, and adequacy of education, storm-water drainage, sewer, transportation, parking and recreation facilities;
8. Improve and upgrade traffic circulation and safety throughout the City, including the provision of additional passenger rail service and improved inter-modal transportation facilities;
9. Promote and expand economic opportunities in Hackensack in order to maintain job opportunities and the economic well-being of Hackensack's citizens; encourage the non-institutional expansion of the health services sector within Hackensack;

10. Promote and upgrade the downtown of Hackensack with an emphasis on assuring a vibrant, mixed-use and appealing downtown;\*
11. Protect lives and property from severe flooding and storm surge and from inundation related to sea level rise and changing climate. Make a comprehensive effort to reduce impervious coverage near the Hackensack and its tributaries, use a mix of gray and green infrastructure in public and private facilities, ensure effective and reliable drainage and infrastructure. Separate the combined sewer system and employ other creative and proven techniques in order to alleviate flooding and protect at-risk sections of the City while improving water quality.
12. \*\* The recommendations of the planning board concerning locations appropriate for the development of public electric vehicle infrastructure, including but not limited to, commercial districts, areas proximate to public transportation and transit facilities and transportation corridors, and public rest stops; and recommended changes, if any, in the local development regulations necessary or appropriate for the development of public electric vehicle infrastructure.

\* Removed reference to spheres of influence

\*\* Added requirement for public electric vehicles



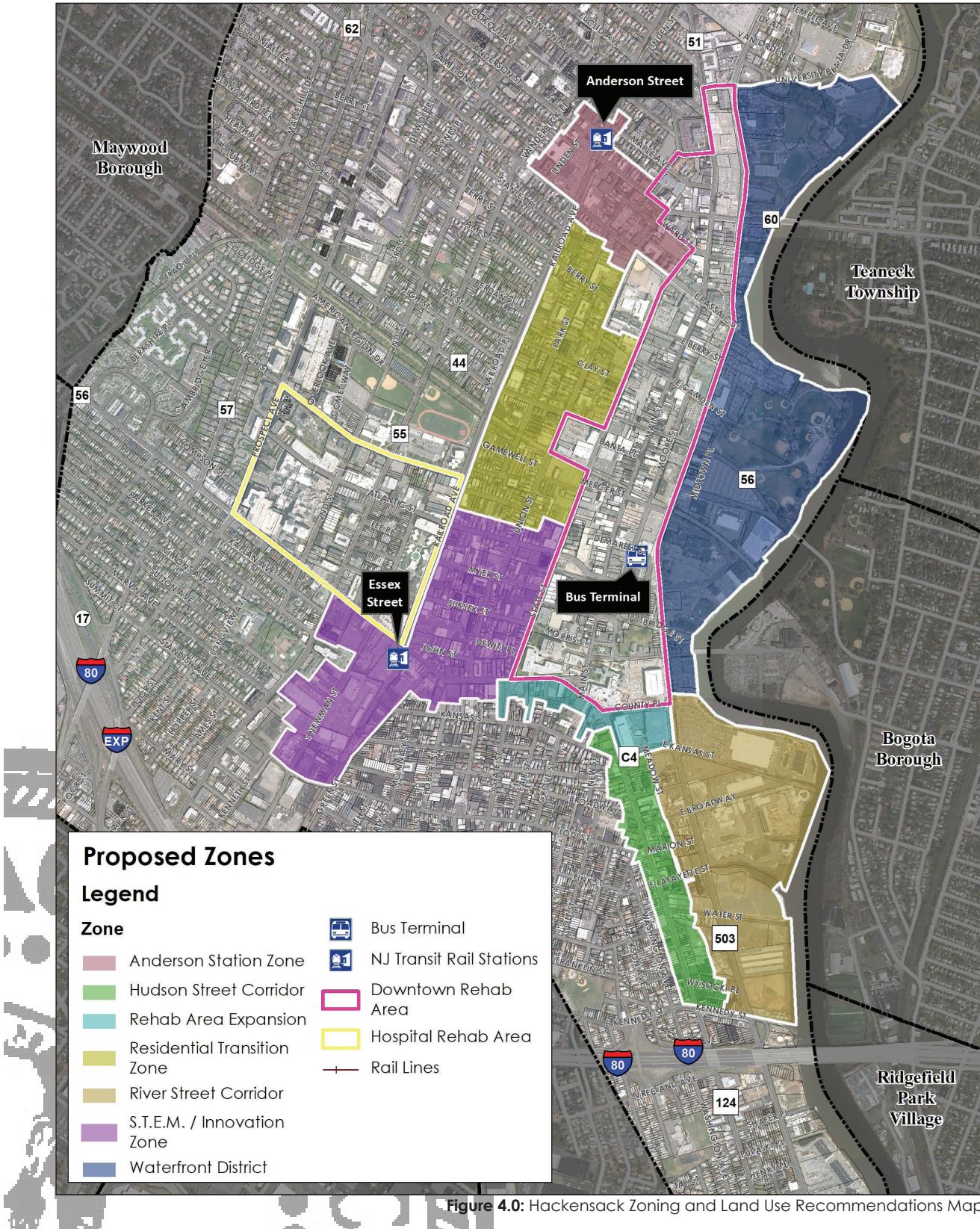


Figure 4.0: Hackensack Zoning and Land Use Recommendations Map

## **II. ZONING AND LAND USE RECOMMENDATIONS:**

The ongoing redevelopment of the City's downtown, combined with the anticipated growth of the HMH campus, will likely change the development pressures experienced by the City and fuel the expansion of existing industries in the City and create new ones. The City should consider rezoning the areas around the Downtown and elsewhere to accommodate future growth in an orderly manner.

### **1. Residential Transition Zone:**

- a. This zone is proposed immediately west of the Downtown Rehabilitation area, bounded by Railroad Avenue, Union Street, Lawrence Street, and Passaic Street. The existing neighborhoods in this proposed district include a mix of single-family and multi-family dwellings interspersed with light industrial and commercial uses;
- b. This zone would provide a transition between the mixed-use high-rise development in the Downtown and the single-family neighborhoods west of Railroad Avenue, and would permit a combination of townhouses, stacked flat and multi-family dwellings not exceeding four-stories in height;
- c. Consideration for higher buildings can be made for properties fronting State Street but should not be greater than the six (6) stories permitted in the Downtown Rehabilitation Plan;
- d. Pedestrian connectivity to the downtown should be emphasized through streetscape design that includes landscape areas between the back of curb and the sidewalk. Minimal setbacks and side yards should be permitted in order to provide a more continuous street wall;
- e. The neighborhood would appeal to households at various stages of life who wish to live near the amenities in the Downtown with less exposure to the traffic and noise that is typical in mixed-use neighborhoods and should promote for-sale product;

### **2. STEM / Innovation Zone:**

- a. The purpose of this zone is to create a biotechnological and life science industry hub surrounded by highways, transit, the HMH campus, and the Downtown. The proposed zone stretches generally from Atlantic to Lodi Street, with State and Green Street as its eastern boundaries and Polifly Avenue as the westerly boundary. This area currently contains a mix of existing industrial, commercial, and residential uses;
- b. The area proposed for this zoning change includes properties that were identified in a 2006 Maser Consulting report that analyzed the locational advantages of Bergen County to attract and nurture a biotech / life science hub and proposed a specific strategy for creating such a hub in Hackensack;
- c. This zone will be seen by any person entering the City from Essex Street, Polifly Road, or the Essex Street train station. As such, it is one of the City's "gateways" and should be subject to strict design standards that promote a visually appealing and welcoming streetscape and characterize Hackensack as a growing and modern city;
- d. A minimum of two stories and a maximum of eight (8) stories should be permitted, with

ground level convenience stores and eateries permitted on buildings with four or more stories. Structured parking is preferable, and parking standards should be relaxed due to the site's proximity to the Essex Street train station;

**3. Waterfront District and River Street Corridor Zone:**

- a. These two zones are intended to permit redevelopment with an emphasis on resiliency. They are adjacent to the Hackensack River and are projected to be the first areas of the City to experience the consequences of climate change and sea level rise. Section 175-5.6 of the City's ordinance requires 50-foot setbacks from buildings and 25-foot setbacks from any parking surface to the Hackensack River, and requires new development to dedicate a 30-foot right-of-way easement along the river's edge in order to provide a bike and walking path. These requirements are consistent with NJDEP Flood Hazard Area standards, but they do not anticipate the effects of climate change;
- b. Future development on waterfront properties should incorporate high-volume storm-water detention storm-surge mitigation infrastructure – which may be green infrastructure such as resiliency parks (i.e. parks designed to serve storm mitigation functions) or gray infrastructure (i.e. structured storage and barriers) – as well as significantly deeper setbacks from the river and prohibitions on parking and outdoor storage between buildings and the river;

**4. Hudson Street Corridor and Anderson Station Zones:**

- a. These zones should serve as mixed-use transitional zones between the high intensity uses in the City's core and the existing residential neighborhoods to the north and south of the downtown;
- b. The Hudson Street zone should have maximum building heights of three (3) to four (4) stories and permit a wide range of commercial uses on the ground floor to support the existing neighborhoods. This district should promote walkability and prohibit drive-thru uses;
- c. The Anderson Street Station district should have maximum building heights of four (4) to six (6) stories adjacent to the train station with lower buildings heights as they approach and abut existing lower density residential neighborhoods. This district should also promote walkability and prohibit drive-thru uses while allowing for lower parking standards due to its proximity to the NJ Transit rail station;

**5. Hospital Rehabilitation Area:**

- a. The City designated an area enveloped by Prospect Avenue, Essex Street, Railroad Avenue, and Beech Street as an area in need of rehabilitation and has adopted a redevelopment plan for multiple properties in the area including the HUMC campus;
- b. In addition, the City adopted a redevelopment plan for the remainder of the rehabilitation area which permits a range of uses that are appropriate to the context of the HMH expansion, the City's opportunity to become a biotech / life science hub, and the uses in the surrounding neighborhoods;

## 6. Senior Living Overlay:

- a. The City should consider adopting an overlay zone encompassing properties within three-quarters of a mile from the HMH campus as well as anywhere within and directly adjacent to the Downtown Rehabilitation Area, which would permit assisted living, independent living, and residential health care facilities;
- b. The existing zoning in this radius will remain in effect, while the zoning overlay will allow the option of age-restricted development, as well as multi-generational housing and accessory dwellings in close proximity to the existing hospital and ancillary uses;

## 7. Transit Oriented Development

- a. The City should adopt zoning for the areas within one-half mile of the Essex Street and Anderson Street train stations that permit medium density (lower than the Downtown) development and a mix of commuter-oriented commercial services such as drop-off dry-cleaning, day care, restaurants, hair and beauty services, and convenience retail;
- b. Proposed zoning closest to the existing stations should include greater permitted density and heights than the areas that abut existing residential neighborhoods within the 1/2 mile radius;
- c. See Downtown and Transportation Recommendations for additional considerations.

## 8. Strengthen / Enhance and Protect Existing Residential Neighborhoods

- a. The City should look to strengthen, enhance and protect existing residential neighborhoods throughout the City by:
  - i. Discouraging development that is not in the character or scale of the surrounding neighborhood;
  - ii. Promoting the rehabilitation of existing residential and commercial buildings as well as the renovation and upgrades to neighborhood parks and open spaces;
  - iii. Encouraging and strengthen smaller appropriate scaled commercial and retail nodes within and adjacent to existing neighborhoods;

## 9. Warehouse and Manufacturing Overlay (See Section III - Streamline and Modernize Zoning Ordinance:

- a. The City should consider allowing some warehouse and manufacturing uses in the B3, B4 and B5 zones where appropriate and in close proximity to Route 80, 4 and 17;
  - i. Consideration to allow certain warehouse and manufacturing uses should be determined by type, size, access and proximity to existing residential uses with appropriate bulk standards to protect existing commercial and residential uses;
- b. The City should consider changing the current bulk standards for all Manufacturing Zones in order to provide a more appropriate transition from that zone to adjacent zones;

## 10. Affordable Housing Overlay:

- a. The City implementing an Affordable Housing Overlay district along the Hudson, Johnson and Essex Street corridors, which would require a minimum 10% set-aside in order to help satisfy future COAH needs.

### **III. STREAMLINE AND MODERNIZE THE ZONING ORDINANCE:**

The City's zoning ordinance is burdened by anachronisms, inconsistencies, redundancies, and inefficiencies that make it difficult to interpret and enforce. As such the ordinance leads to confusion, ambiguity and creates situations where the Zoning Officer is required to provide interpretations where the issues should be clear and definitive. The reorganization and overhaul of the existing ordinance is required in order to ensure these issues do not perpetuate into the future. The re-organization of the zoning ordinance will provide clear and definitive information that will benefit the existing residents, potential developers as well as City officials.

#### **1. Recommendations for Changes to the Existing Zoning Ordinance:**

The existing zoning ordinance is in need of updating for a variety of reasons. The following represents a outline of issues pertaining to the existing Zoning Ordinance.

- a. There are a number of words and terms in the zoning ordinance that require definitions or revisions of existing definitions to ensure clarity across documents;
  - i. Review the definitions for anachronisms and inconsistencies, and create definitions for terms that are known to cause confusion or that are essential to the interpretation, implementation, and enforcement of the zoning code;
- b. The zoning ordinance lacks design standards for the majority of zoning classifications.
  - i. New design standards for all zones should be revised and updated in order to ensure high quality;
  - ii. The design standards for the Downtown Rehabilitation Plan should be considered in other zones within the City;
- c. The signage standards section of the ordinance needs to be updated and streamlined;
  - i. Signage standards are currently not consistent throughout the City. A uniform signage ordinance should be completed to bring the current standards up to more current standards;
- d. The City should create matrices for bulk standards and use standards to supplement or replace, the standards stated for each zone, to ensure clarity;
  - i. The current zoning includes references to other zoning sections which create confusion and ambiguity;
- e. The zoning ordinance should be updated for both permitted and prohibited uses.
  - i. Prohibited uses should include marijuana sales and distribution as well as shops for vapor tobacco products. (Any ordinance revisions should clearly state that any use not expressly permitted should be considered prohibited).
  - ii. Permitted uses should include expansion of entertainment as well as STEM industries, Biotech and life sciences, and hydroponic farms;
  - iii. The ordinance currently prohibits a number of uses that were once considered to be conducive to crime or insalubrious conditions that are now benign or easily regulated and

(in most cases) essential parts of a vibrant and diverse downtown economy. These include entertainment uses that appeal to minors and non-drinkers, and services that provide conveniences to families with disabled adult members or experiencing poverty;

- f. Consider reducing and/or eliminating the number of zones, or reducing the redundancy of existing zones;
  - i. Reduce the number of zones by using overlays, form based zoning strategies, and by consolidating zones that differ from each other only with regard to a small number of permitted uses;
- g. Consider amending the UN District regulations to permit mixed-use multi-family development as well as retail, which are currently not permitted. There are currently three higher education institutions (Fairleigh Dickinson, Bergen Community College and Eastwick College) located in the area surrounding the UN zone;
  - i. Students have unique housing needs, and permitting residential uses in the district could create housing opportunities that meet those needs;
  - ii. This rezoning could help create a walkable live, learn, play center with entertainment and services that appeal to young adults, such as drinking and eating establishments, to-go dining, electronics retail, experiential uses such as bowling and arcades;
  - iii. It is especially important to create opportunities for leisure and recreation that are not alcohol based;
- h. Consider amending the M District regulations to create proper Land Use and Bulk Standards that reflect the current standards for Manufacturing.
  - i. Consider eliminating the M-District in isolated areas of the City that are surrounding by residential or commercial uses;
- i. Consider reorganizing the code book to make it easier to follow and providing charts where it assisting in clarifying the permitted uses and bulk standards;
- j. In general, overhaul the zoning ordinance to make it more user friendly, simple to understand, and free of errors and inconsistencies;
  - i. Provide a digital format that has search modes for on-line users;

## **2. Prohibited Uses That Should Be Permitted:**

- a. The following uses provide non-alcoholic (or alcohol optional) leisure options for minors and non-drinkers which are essential to making Hackensack a destination for recreation.
  - i. Entertainment Uses such as Miniature golf - Can be provided indoors in the Downtown, waterfront areas, or industrial districts;
  - ii. Pool and billiard halls;
  - iii. Farmers Markets;
  - iv. Indoor athletic facilities (public or private);

- v. Amusement games and machines;
- vi. Live entertainment (excluding adult entertainment);
- vii. Massage parlors (licensed professional establishments with more than 10 locations regionally or nationally and licensed in New Jersey);
- viii. Volleyball courts as conditional uses;

b. The following non leisure/entertainment uses should be permitted.

- i. Alcohol manufacture - This use is not defined in the ordinance, but it should be permitted to reduce barriers to breweries, wineries, or distilleries;
- ii. Adult day care - These uses are essential to alleviating the burden on families to take care of their sick or impaired family members and making the City a desirable place for those families to live;
- iii. Facilities that provide services to substance abusers or free food and supplies to low-income persons. New Jersey is one of many states facing an opioid abuse crisis. Facilities and organizations providing services to these populations should be permitted regardless of their affiliation with religious institutions;
- iv. Rental of Furnished Apartments (corporate owned with standards and criteria considerations);
- v. Animal shelters - These can be located in commercial districts in the north and south ends of the City;

**3. Rooftop Amenities:**

- a. The zoning ordinance should permit rooftop amenities including restaurant uses and should establish standards to ensure the safety of those uses and privacy for users of the amenities as well as neighboring residents and businesses;

**4. Implement a required Conceptual Design and Review Process:**

- a. Consider amending the current voluntary Preliminary Application Review Process to a mandatory Conceptual Design and Review process through the zoning department for all site plan applications.
- b. Consider updating all site plan application forms to meet the current needs of the Building and Zoning Departments.

**5. Establish an Off-Tract Improvements Ordinance**

- a. Establish land use regulations that require off-tract sewerage and drainage improvements as part of the approval process for non-residential and major subdivision development applications. The ordinance will assist in the separation of the existing combined sewer in order to alleviate flooding and improve water quality.



Figure 4.1: Hackensack Downtown Rehabilitation and Redevelopment Projects Map

**IV. DOWNTOWN REVITALIZATION:**

Figure 4.2: Proposed Lot C Development



Figure 4.3: The Current - 18 East Camden Street



Figure 4.4: Proposed 155 River Street Development



Figure 4.5: Proposed 437 Main Street Development

The City of Hackensack and in particular the downtown, is in the midst of a renaissance. Over the past few years the City has taken tremendous steps in implementing and adopting new zoning through the creation of the 2012 Downtown Rehabilitation Plan, which provides a clear vision to transform the downtown into a mixed use, pedestrian friendly environment.

The Plan which was adopted in 2012 and amended as recently as 2017 promotes:

1. Smart growth principles by creating zoning which increases development flexibility, reduces parking ratios and promotes mixed-use, pedestrian friendly development in the downtown;
2. Connectivity to existing public infrastructure, including the two NJ Transit Rail Stations, the NJ Transit Regional Bus Station and Routes 4, 17, 46, Interstate 80 and the Garden State Parkway;
3. A mixture of uses with a variety of residential housing options to encourage walkability and active streetscapes;
4. Redevelopment and rehabilitation through architectural, neighborhood design standards that ensure high quality development;
5. The implementation of a two way street system; and
6. Strategies which include municipal tools and mechanisms to promote revitalization;

In only a short period of time since the adoption of the plan, the City has already begun to see the benefits of these strategies. As of the date of this Re-exam Report, the City has over 2,000 residential units within the downtown area either completed or under construction and another 2,000 units that are in the planning process. These include 100 State Street, 149



Figure 4.6: 22 Sussex Street Development



Figure 4.7: 389 Main Street Development



Figure 4.8: 240 Main Street Development

Main Street, 240 Main Street, and 18 East Camden. Construction continues on 210-214 Main Street and 389 Main Street, both of which should be completed before the end of 2020. On-going projects under construction include, 383 Main Street, 170 Main Street, 437 Main Street and 155 River Street which are under construction are scheduled to be completed in 2021 / 2022.

In addition, the City has seen a wave of additional development and improvements within the downtown including the completion of Aldi's Supermarket, the renovation of Giant Farmers Market, the opening of the Performing Arts Center and the Atlantic Street Park. On-going efforts to separate our the combined storm water sewer system continue as does to conversion of Main Street back to two way.

With over 43,000 residents and a day time population estimated at over 100,000 the City is home to the two largest employers in Bergen County including the Hackensack University Medical Center and the County Administration Offices. With the recent announcement by Hackensack Meridian Health to expand the hospital along with the presence of Fairleigh Dickinson University, Bergen Community College, and Eastwick University the City is poised for continued growth over the next decade and the downtown represents the engine for the City's future growth.

As a part of the on-going initiatives to promote revitalization within and adjacent to the downtown, the following initiative should be considered moving forward.

#### 1. **2012 Downtown Redevelopment Initiatives:**

- Promote the continued redevelopment of the downtown as a pedestrian friendly mixed use environment with the following:
  - Storm and sanitary sewer separation throughout the entire City including the Downtown Area;



Figure 4.9: Public Park / Open Space on Main Street at Banta Place



Figure 4.10: Public Park / Open Space example

- ii. Completion to the circulation improvements identified in the 2012 Downtown Master Plan including the conversion of Main Street to two way;
- iii. Conversion of Banta Place into a pedestrian friendly entertainment venue for weekends and special events to meet the requirements of the 2012 Downtown Rehabilitation Plan;
- iv. The City should consider funding mechanisms to convert Demarest Place into a Arts walk from the Atlantic Street garage to the NJ Transit Regional Bus Station;

**2. Public Park / Open Space / Parking on Main Street:**

- a. Recommendation for the City to promote the development of a significant public open space that fronts on Main Street between Banta Place and the future Passaic - Bergen - Hudson Rail line;
  - i. The City should consider creating a Redevelopment Plan to require a significant public open space for a minimum of 75 foot



Figure 4.11: Public Park / Open Space on Main Street at Banta Place



Figure 4.12: 2010 Build-out Model



Figure 4.13: 2018 Build-out Model



Figure 4.14: 2025 Build-out Model



Figure 4.15: Public Park / Open Space on Main Street at Banta Place

deep along Main Street that would tie into the conversion of Banta Place to a pedestrian friendly entertainment venue;

- ii. The public open space should be designed to include a future Passaic - Bergen - Hudson rail station that would drop people off in the heart of the downtown;
- iii. The redevelopment should require retail uses fronting the public open space with a mixture of residential, commercial, and public parking as well as other supportive uses;

### 3. Public Private Partnerships / Opportunity Zone Funding:

The City should continue to leverage municipally owned land for the purposes of implementing the City's redevelopment goals with public private partnerships (PPPs) including the City's surface parking lots that have been previous designated as areas in need of redevelopment.

### 4. Culinary Programs as Economic Generators:

Food related services or retail should make up 60 to 65% of businesses in a healthy downtown. Two of the four post-secondary education institutions with campuses in Hackensack (Eastwick College and Bergen Community College) have or will soon offer culinary school programs. Colleges and universities are valuable redevelopment partners, particularly when their host communities nurture academic programs that can support their local development goals and objectives.

- a. The City should facilitate relationships between these schools and local restaurants to create jobs or apprenticeships for culinary program students and graduates, and create an initiative to inspire graduates of the culinary school to establish their own restaurants in the City's Downtown:
  - i. If costs or limited space prove to be obstacles

to graduates establishing their own restaurants, the City may consider creating spaces similar to the hawker centers that are popular in Singapore and other parts of Asia, which lease space for small food stalls that serve high-quality foods;

- ii. These types of spaces would create low-cost opportunities for chefs to test markets and establish a following.

**5. Downtown Student Housing:**

Considering the concentration of post-secondary academic institutions in Hackensack, the City should explore ways to encourage developers to create housing within the downtown that is affordable to students.

**6. Hotel / Extended Stay:**

The City should continue to look for opportunities to promote a hotel either in the downtown or associated with Hackensack Meridian Health or the proposed STEM Zone. This use would not only support the existing hospital, but would provide additional activity and nightlife in the downtown area with the growing performing and cultural arts uses.

**7. Gateways**

The City should identify the “gateways” to its Downtown (the principal points of entry) and celebrate those gateways with monuments such as arches, art, and conspicuous signage that welcomes visitors and makes the district more identifiable.

**8. Liquor Licenses:**

The City should continue to advocate for liquor license reforms that would increase the number of liquor licenses available in the City. This would help the City establish itself as a night-life destination.



## VI. CULTURAL AND PERFORMING ARTS RECOMMENDATIONS:

Over the next decade, Hackensack will be more walkable, safer, healthier, greener, cleaner and more fun. Residents and visitors will have many choices of activities and find it easier to navigate the City. Over time, Hackensack will feature new attractions and attributes that will target its diverse population and visitors.

Hackensack will continue to be unique and eclectic; a diverse, inclusive and affordable place where people are friendly and have a strong sense of pride in their community. Hackensack will do more to honor its diverse histories, from the time of the Lenni Lenape through the colonial period to today. But it will also be modern and futuristic.

It will be a more vibrant, engaging and human-scaled city that offers attractive experiences day and night for families, college students, young adults (or mature adults who are young at heart). Hackensack residents and visitors will have stronger connections to the Hackensack River.



Figure 4.16: Atlantic Street Park

### 1. Creation of an Arts District:

The City should establish an Arts District within the Downtown and/or along gateway corridors to support the cultural, artistic and educational opportunities and amenities for students and residents created by strong art communities. The City could make grants available to artists and projects, which could be funded by a development fee levied on new development within the District. The City should also consider establishing the District as a zoning overlay that incentivizes the creation of affordable artist lofts, public plazas with art installations, or other art-friendly land use standards in exchange for higher density or building height permissions.

Based on the 2015 working sessions with the National Consortium for Creative Place Making the following guiding principles for making decisions included:

- i. Engage the community for input;
- ii. Engage Bergen County as a partner in promoting Hackensack;
- iii. Build cross-organizational partnerships, especially between merchants and artists;
- iv. Encourage more Hackensack residents to want to spend more time and money in town;
- v. Make use of existing parks and venues;
- vi. Promote the Hackensack River;



Figure 4.17: Atlantic Street Park



Figure 4.18: Banta Place Paseo Concept



Figure 4.19: Hackensack Performing Arts Center

- vii. Promote Hackensack as a distinct place;
- viii. Showcase Hackensack as an arts destination and 'music friendly city';
- ix. Offer a different arts experience than can be found elsewhere in Bergen County;
- x. Make art more accessible to more people;
- xi. Get kids and youth involved;

In addition to these recommendations the following should be considered:

- xii. The Atlantic Street Park, new Cultural Arts Center and future Performing Arts Center at 102 State Street should be the heart of the Cultural Arts District;
- xiii. Create a Board of Directors for the Cultural Arts Center and District to advance these goals and objectives;
- xiv. Consider the proposals coming out of the 2017 Hackensack Creative Placemaking Strategies Lab for using public art and interactive structure to make the pedestrian walkway at Demarest Place more inviting and interesting. What can make Hackensack this kind of place?

## 2. Encourage Historic Preservation and Adaptive Reuse

- a. The City should continue to consider the historic importance of old and iconic neighborhoods and buildings and encourage adaptive re-use of such buildings and design methods that preserve and celebrate historic buildings throughout the City;

## 3. Expand Entertainment Venues

- a. The City should celebrate the PAC and Cultural Arts Center and encourage the expanded presence of entertainment venues ranging from small to large performance venues including but not limited to:
  - Banta Place Pedestrian Paseo;
  - Main Street Public Park

## IX. PARKS AND OPEN SPACE RECOMMENDATIONS:

As with public facilities and services, accessible and well maintained public open space that is equipped to meet the recreational needs of the City's residents is necessary for accommodating the City's growth and promoting a healthy and sustainable economy.



Figure 4.20: Carver Park Splash Park Improvements

### 1. Parks and Open Space Master Plan:

- a. The City should engage in developing a Parks and Open Space Master Plan in order to identify future goals and objective for the community over the next 10 to 15 years;
  - i. In cooperation with the DCA, the City should engage in a public involvement process that identifies future improvements the City's parks and open space;

### 2. Improve Existing Parks:

- a. The City adopted an Open Space Tax in 2018 and should leverage the funds raised through this Tax to obtain matching funds from the County or State to improve its existing parks based on the results of the Parks and Open Space Master Plan;
- b. Annual Park Improvement Schedule: The City should adhere to a park improvement schedule that commits the City to funding improvements for one park per year to ensure that the City dedicates equal attention to all of its parks and recreational facilities;

- c. Foschini Park Flooding Issues: Future improvements to Foschini Park should employ resiliency techniques to create recreational facilities that double as flood protection and drainage infrastructure. This could include constructing soft berms along the edges of the parks with paths at their peaks which also help to divert or contain flood waters. Similarly, the City may reduce the grade of its playing fields and/or construct berms around them to create a detention basin that holds water during and after major storm events;



Figure 4.21: Foschini Park Planned Improvements

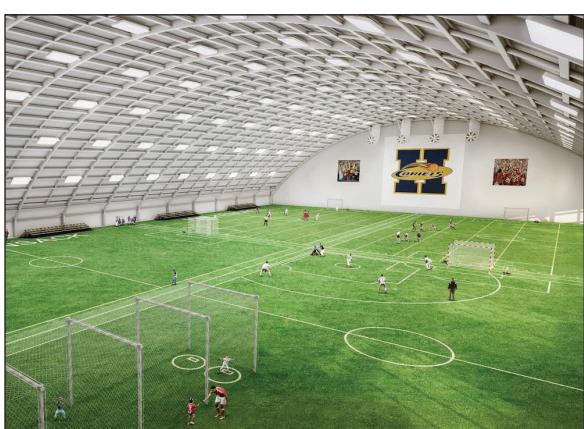
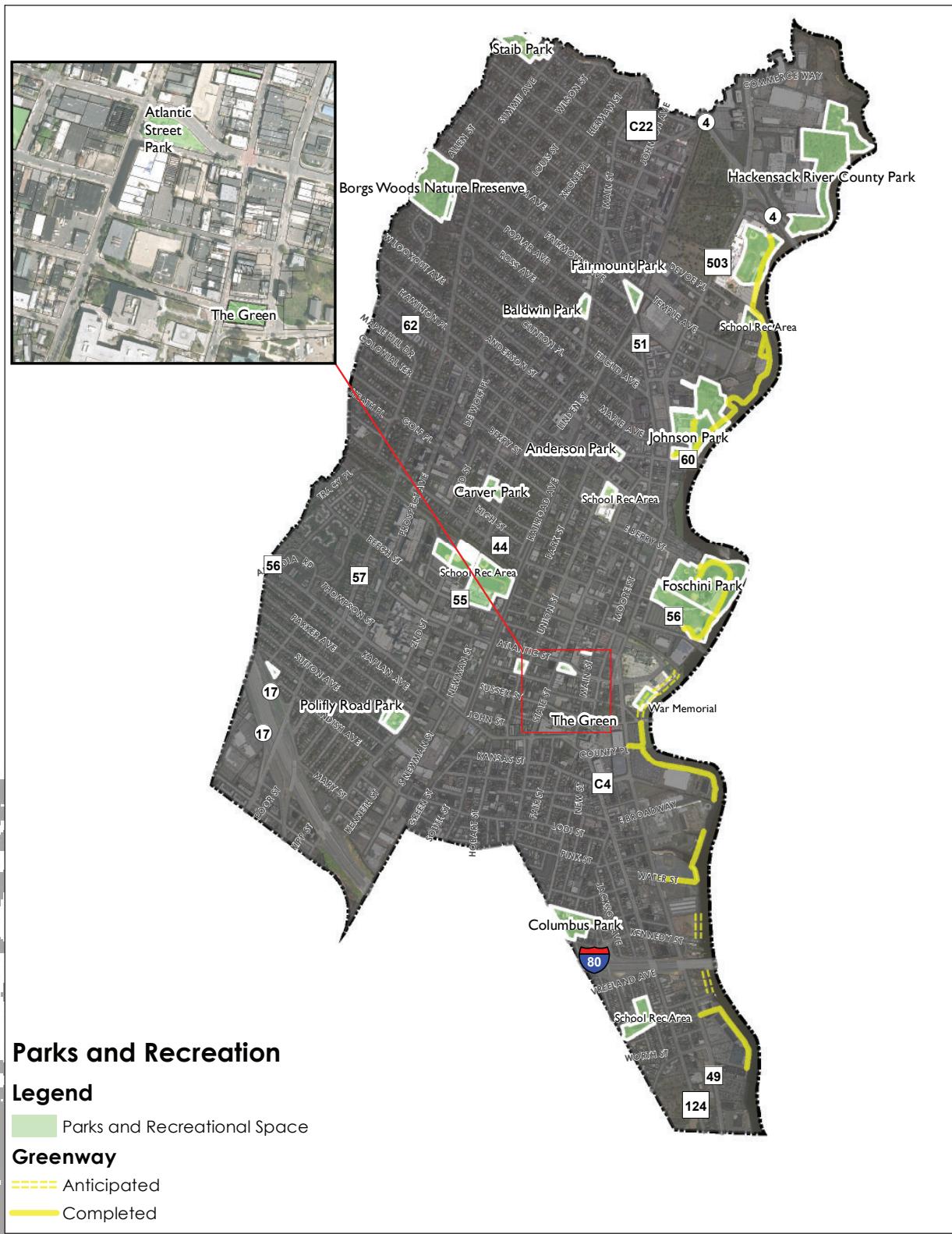


Figure 4.22: Conceptual Image of Johnson Park Sports Dome



**Figure 4.23:** Hackensack Parks and Recreation Map

### 3. Johnson Park Sports Facility:

- a. The City should continue to work toward implementing an indoor sports facility at Johnson Park to further advance the need of additional athletic facilities for the residents of Hackensack;

### 4. Waterfront Walkway

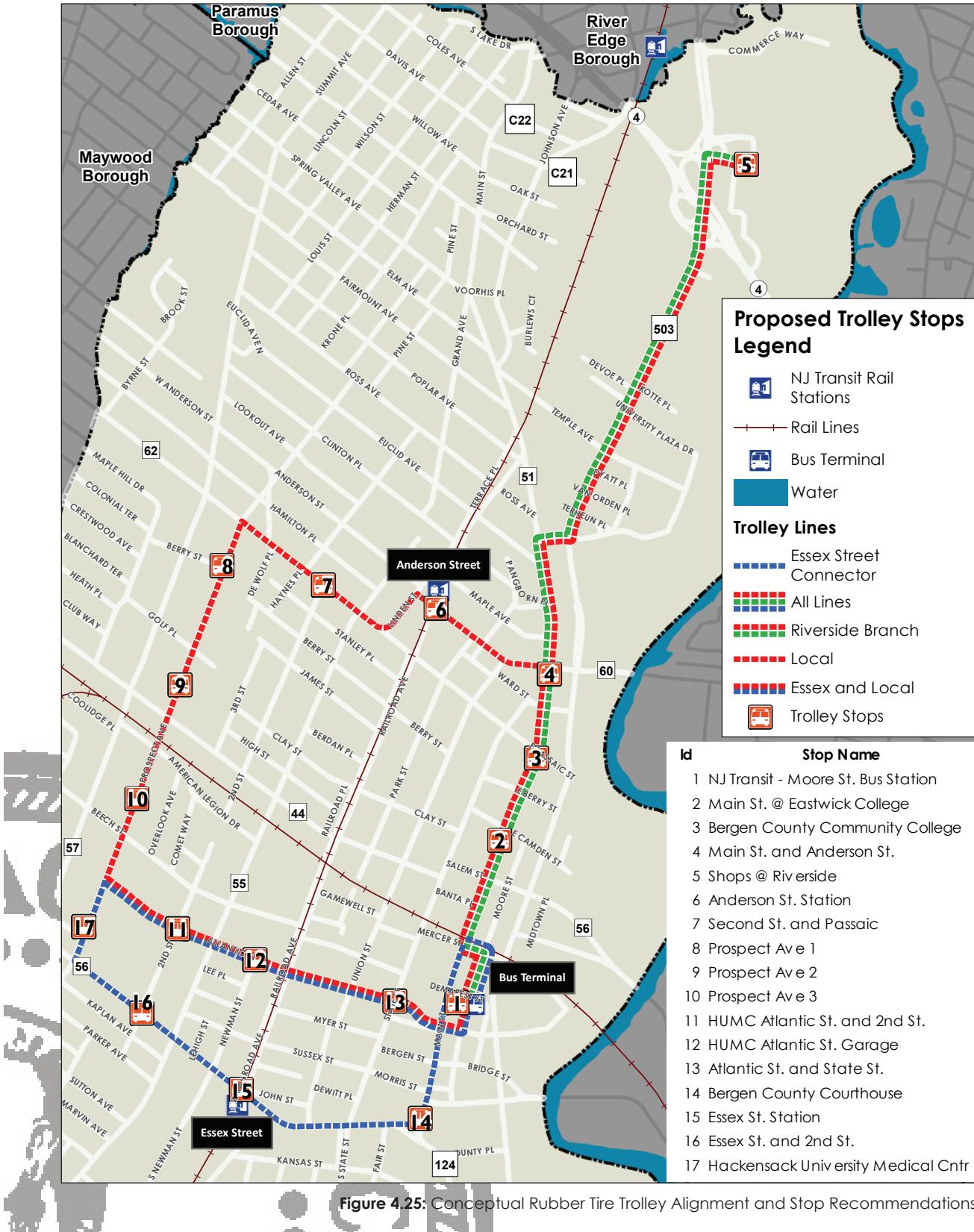
- a. The City should continue to require developers to dedicate an easement to the City along the Hackensack River for the creation of a multi-modal river path, and should consider requiring larger dedications from larger properties in order to construct resiliency parks or other green infrastructure that helps to protect the City against storms and sea level rise;

### 5. New Parks and Parklets

- a. New parks can be created as “parklets” or “pocket parks”, which turn small vacant lots, alleys, or even parking spaces into spaces for the public’s enjoyment. New parks should include a variety of amenities like dog parks/runs, water/splash features, playgrounds, and fitness equipment. These parks should also include community gardens that provide recreation and exercise opportunities to seniors;



Figure 4.24: Conceptual Site Plan for the Johnson Park Sports Dome and Johnson Park Improvements



## **VII. TRANSPORTATION RECOMMENDATIONS:**

As a dense urban community with direct access to major regional highways and public transit, a growing population, significant cultural and educational institutions, the Bergen County government offices and facilities, the foundations of a revitalized downtown, and proximity to the largest economic and population center in the country, Hackensack must ensure that its road and transit networks can keep up with demand for use and continue to serve the needs of its residents, businesses, and workers.

Because the City has limited control over the improvement of some of its transportation infrastructure, it will need to coordinate with county and state officials to ensure that it receives priority treatment transportation improvements and projects that will benefit the City.

### **1. Road Improvements:**

- a. Polifly Road / Route 80 & 17 Interchange: The City should work with the County and State to redesign the intersections of I-80 with Polifly Road and Route 17 in order to reduce the congestion, with consideration for State and Federal Grants;
- b. Two-Way Street Conversion: The City should continue to convert one-way streets to two-way streets in its Downtown and other pedestrian oriented sections of the City in order to promote pedestrian safety and improve traffic conditions;
- c. Adaptive Signalization: Expand the use of adaptive signal control in the City's most congested areas to make traffic flow more efficiently;
- d. Dedicated Left Turns: Consider using dedicated left-turn signals at intersections where left turning cars cause congestion or place pedestrians in the crosswalk at risk;
- e. Pedestrian Safety Controls: The City should consider alternative pedestrian safety control measures throughout the City including, pedestrian crossing signs and raised intersections;
- f. Monitoring and Improving the System: The City should monitor and determine if and how additional changes to the traffic control system can be improved as development continues.
  - i. Determine if dedicated left turn lanes would alleviate congestion;

### **2. Public Transit:**

- a. Rubber Tire Trolley: The City should consider recommendations for several rubber tire trolleys that could run from Hackensack University Medical Center through the downtown with potential stops at the Courthouse, Main Street, as well as the Essex and Anderson Street Train Stations:
  - i. A financial analysis is recommended in order to determine the amount of subsidy that would be required by the various stakeholders;
  - ii. To fit the design aesthetic and cultural character of the City's vision for the Downtown, the trolley should have a "vintage" style trolley design as opposed to being a standard bus;
  - iii. Multiple developers in the Downtown are considering or have advertised that they will

provide shuttle service from their respective buildings to the train station. The City could reduce the individual cost burden on those developers by collecting a monthly or annual fee from new Downtown developers to finance the trolley operation;

b. Passaic/Bergen/Hudson Passenger Rail Service: The City should continue to actively advocate and support the North Jersey Rail Coalition headed by the Passaic County Department of Planning and Economic Development for the implementation of a commuter rail-line that would service passengers from Hawthorne to Tonnelle Avenue through the City of Hackensack;

i. The proposed Passaic - Bergen Rail line would further support ongoing revitalization efforts for the City including potential train stations located at Main Street and Prospect Avenue;

c. Expansion of the NJ Transit Regional Bus Terminal: The City should continue to support Bergen County in its efforts to redevelopment the former Probation Site into a multi-modal regional bus terminal that would meet the goals and objectives of the City of Hackensack 2014 Redevelopment Plan;

i. The proposed plans should include an expanded regional bus terminal located within the building footprint that would remove NJ Transit buses on city street;

ii. The inclusion of public parking to support weekend and night time uses in that area;

iii. The inclusion of work-force and affordable housing that would be supported by the regional bus terminal;

### 3. Transportation Alternatives:

a. Bike Sharing: The City should seek a private sector partner to establish a bike sharing program similar to the Citi-Bike program in New York City;

b. Car Sharing: The City should partner with car-sharing services such as Zip-Car and Enterprise Car-Share to establish rental car pick-up and drop-off areas in City parking lots or near NJ Transit train and bus stations;

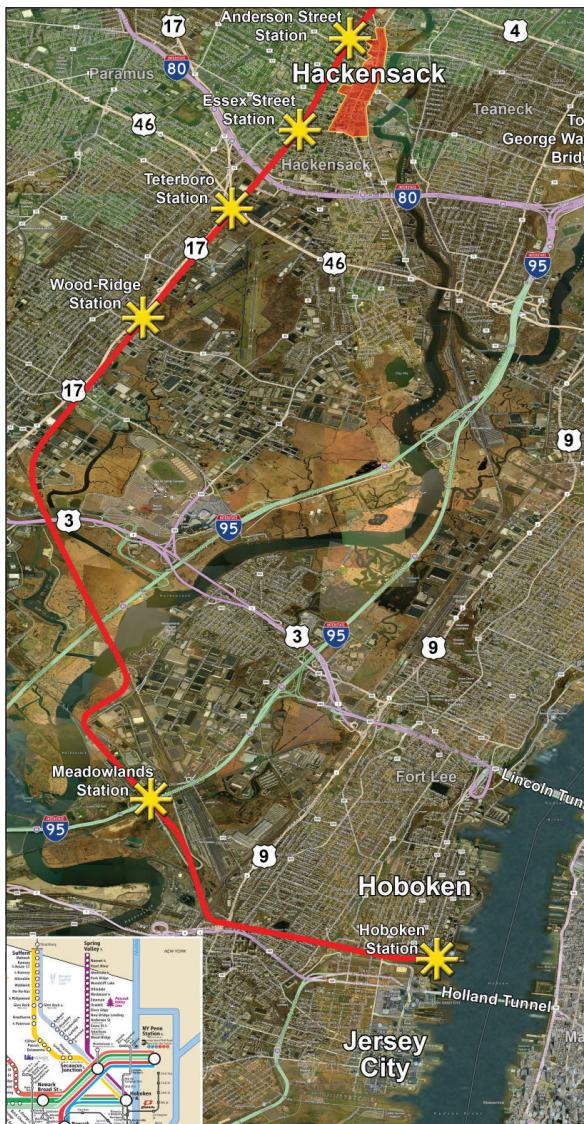


Figure 4.26: Pascack Valley Transit Alignment and Stops

#### 4. Streetscape and Pedestrian Improvements:

- a. Where feasible, sheltered seating should be available at bus stops.
- b. Ensure pedestrian crossing and way finding signage and lights are visible to the vision impaired.
- c. The Rehabilitation Plan includes generic street-scape guidelines that provide a basis for street-scape and hard-scape improvements within the district. The City should consider developing an overall street-scape plan for Main Street that would recommend different patterns, materials and colors to create an interesting and varied environment along Main Street. Similar in the approach of the 2001 Master Plan which recommended Main Street be broken into nodes / spheres due to the overall length, the street-scape patterns, materials and colors should reinforce nodes of development as well as special areas.
- d. Expand bike accessibility and parking opportunities, particularly in the Downtown.
- e. Install pedestrian crossing signs at busy intersections or common mid-block crossing areas, including signs erected on the street centerline, raised crosswalks, and button or motion activated HAWK signals or flashing signs.

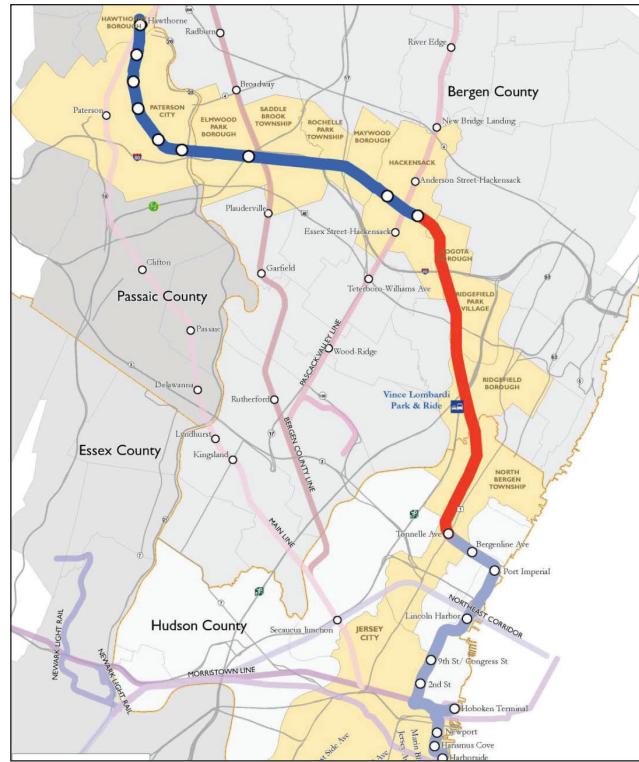


Figure 4.27: Passaic-Bergen-Hudson Rail line Alignment

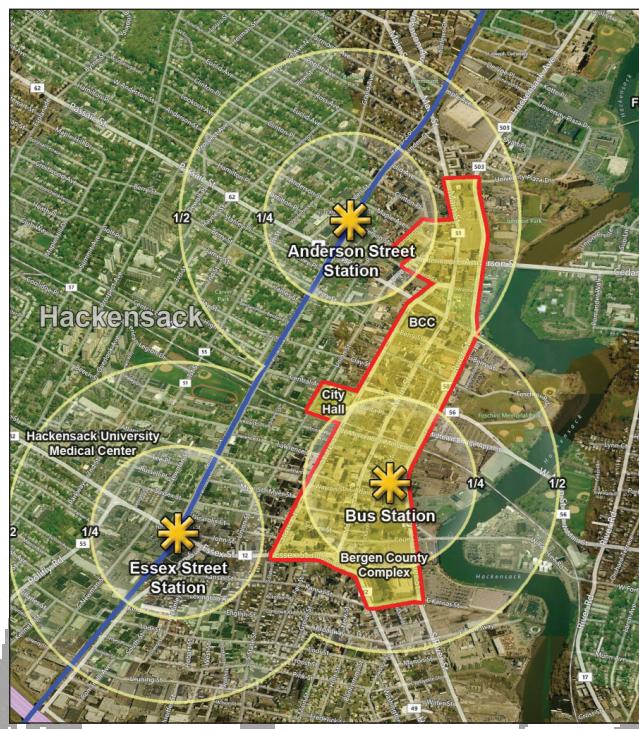


Figure 4.28: Hackensack Transit and Bus Station Locations

### **VIII. PARKING RECOMMENDATIONS:**

Hackensack's parking system has changed substantially in the past 10 years. The City has leveraged several of its surface parking lots in and around the Downtown for redevelopment, which simultaneously reduces the supply of public parking and increases demand associated with new development. Simultaneously, the City is in the process of restructuring its parking administration and operation system, which creates new efficiencies in the funding, planning, and maintenance of parking facilities, but also creates opportunities for innovation.

#### **1. Continue to Modernize the Parking Management System:**

- a. Continue to update the parking management system including,
  - i. Parking Administration & Management:
    - Consider centralizing the parking management services into a single City entity;
  - ii. Parking Facility Maintenance:
    - Consider implementing parking lot identification signage with type of available parking and rates;
    - Repair off-street parking lots and curb and development a maintenance and capital improvement schedule and estimated costs;
  - iii. Parking Equipment Technology Upgrades:
    - Implementing new credit card and smart phone enabled meters and pay stations for all street meters and off-street municipal lots;
    - Consider pay stations for all off-street municipal lots;
    - Investigate Pay By Cell for off street parking facilities;
    - Promote the implementation of electric car charging stations in both public and private parking areas throughout the City with an emphasis in public parking, public transportation and transit facilities.
    - Recommend considering a 2% requirement for electric car charging stations along with options for free charging to the public through advertising revenues;
  - iv. Parking Enforcement:
    - Require enforcement reports to track and ensure consistent enforcement of downtown parking regulations;
    - Consistently enforce time limits for Main Street meters to ensure turn-over for retail uses;
    - Hire dedicated PEO's for the downtown;
  - v. Parking Program Communications:
    - Update City website to include more information on rates and locations;
    - Utilize social media networks to provide updated information regarding the parking program;
  - vi. Parking Demand Management:

- Investigate a car sharing program;
- Consider purchasing license plate readers for Parking Enforcement Officers;
- Determine appropriate fee schedules for all on and off street municipal parking spaces moving forward;

b. Consistent with the recommendations of the 2013 Parking Study, the City may consider establishing a Parking Authority or other administrative entity dedicated to managing parking throughout the City.

- i. This approach has the benefit of centralizing the tasks of maintaining parking structures, parking enforcement, meter revenue collection and accounting, permit issuance, and parking creation under one semi-autonomous body instead of allocating these tasks as secondary responsibilities of various departments and offices;
- ii. Use new technologies such as license plate readers, phone apps, and electronic meters to collect and analyze data on parking usage, demand, enforcement, and compliance. Employ this data to identify strengths and weaknesses of parking system, map locations to add or eliminate parking;
- iii. All revenues collected from parking meters, monthly parking fees, and parking violations should be used exclusively for the maintenance, improvement, and expansion of the City's parking supply;

## **2. Downtown Public Parking Structure(s):**

- a. The City should continue to move forward with plans to implement a multi-level public parking structure on municipally owned Lot D located between Main, State, Camden and Salem Streets.
  - i. The City should consider moving forward with the previously designating redevelopment area which includes the properties surrounding Lot D, especially those properties front Main Street as an area in need of redevelopment with condemnation;
  - ii. A public parking structure would support any proposed development within the block in addition to both other private development projects as well as retail and office uses through the downtown;
- b. The City should consider a public parking structure adjacent to the proposed public park to be located adjacent to Banta Place.

## **3. Shared / Development Parking Recommendations:**

- a. The City should work with developers to secure public parking spaces within private parking structures created for new mixed-use development;
  - i. As an example, the redevelopment of municipally owned Lot 'C' by a private developer included the requirement of 200 public parking spaces;
  - ii. Consideration for other municipal lots to include either a component of dedicated public parking or a shared parking strategy should be considered;

## **X. ECONOMIC DEVELOPMENT RECOMMENDATIONS:**

In addition to using zoning and redevelopment to advance its economic goals, the City should also consider the following strategies:

### **1. Tax Base / Incentives:**

- a. Future redevelopment initiatives in the downtown, along the water front and around the NJ Transit Essex and Anderson Street Transit Stations provide methods for the City to increase its tax base through economic sustainable development patterns;
- b. The capacity of the City's services and facilities to accommodate growth, and the resources and opportunities available to expand those capacities, must be considered;
- c. Within the downtown area, the City should consider limiting financial incentives to new mixed-use development over the next 5 years for only those projects that either have a profound impact to the Downtown or have a public purpose such as a public parking structure, municipal facility or public park;
- d. The City should consider providing incentives for biotech, life sciences and other job growth markets that would support the revitalization efforts and promote economic sustainability for the City of Hackensack:
  - i. These would include proposed development within the recommended Innovation Zone and Hospital Rehabilitation Area in order to capitalize on the expansion of the hospital;

### **2. Opportunity Zones:**

- a. The City should promote the two Opportunity Zone tracts to developers and investors in order to take advantage of this program and to continue to attract development and redevelopment throughout the City.

### **3. Promote Affordable Biotechnology and Lab Space:**

- a. One of the most common obstacles for cities to be a hub for biotechnology and life science industries is the lack of affordable facilities that are equipped to meet the industry's needs.
  - i. Firms in this industry are often startups that lack the funds to create these spaces;
  - ii. The solution other cities have employed to solve this problem is to harness a combination of public and institutional funds with the resources of existing research institutions to create facilities that meet the needs of startups and other firms with limited resources;
- b. The City should consider options to either use municipal funds, reduce the tax and rent burdens, and engage entities such as HUMC, the County, and the State to become stakeholders in an initiative to establish the foundation for a thriving biotech and life science hub in the City.

### **4. Expansion of Existing Large Employers:**

- a. Accommodate the expansion of the HUMC campus and Bergen County facilities -- the City's two largest employers -- in a manner that considers efficient land use patterns and the character of residential neighborhoods without further burdening the existing tax payers through non-taxable development.

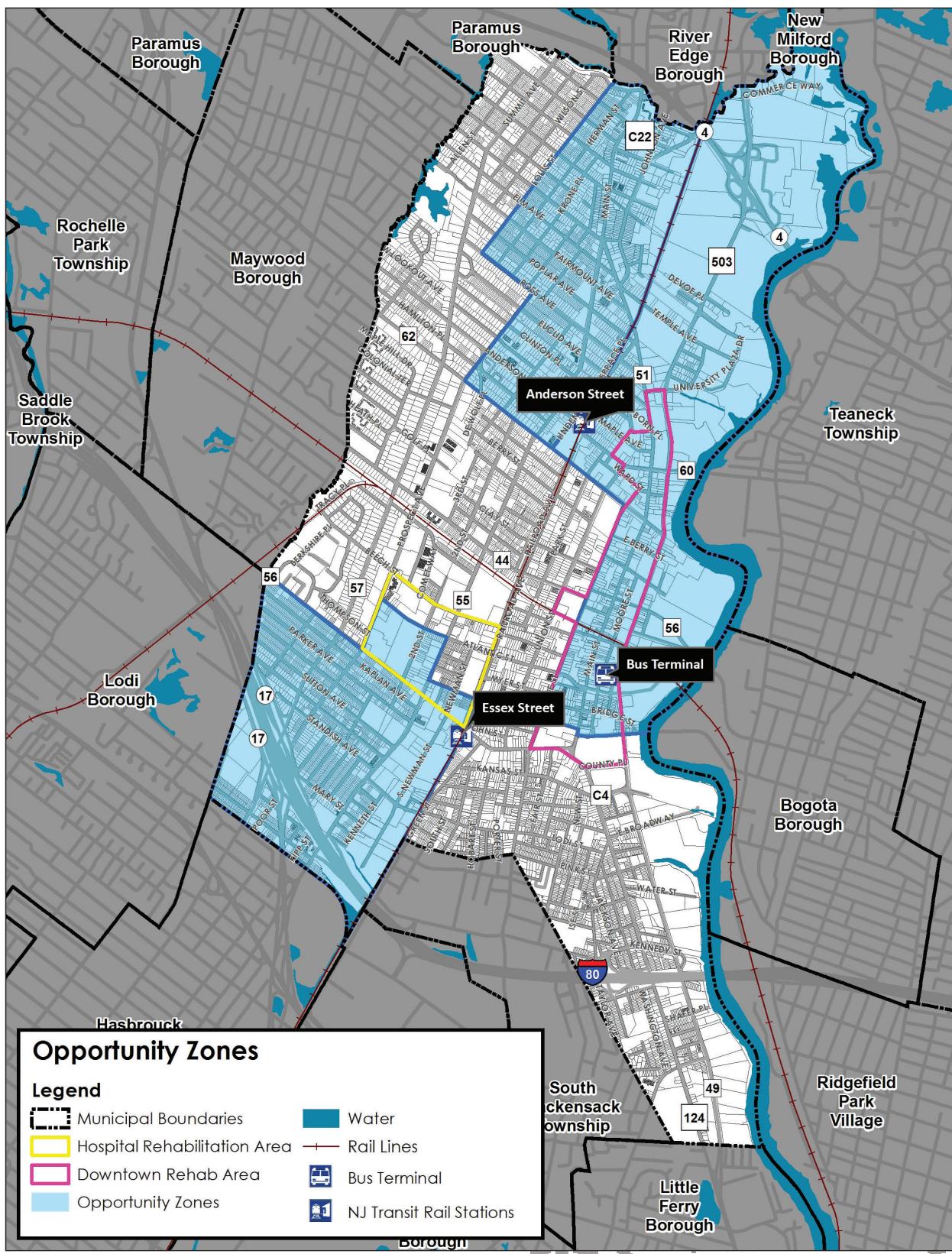
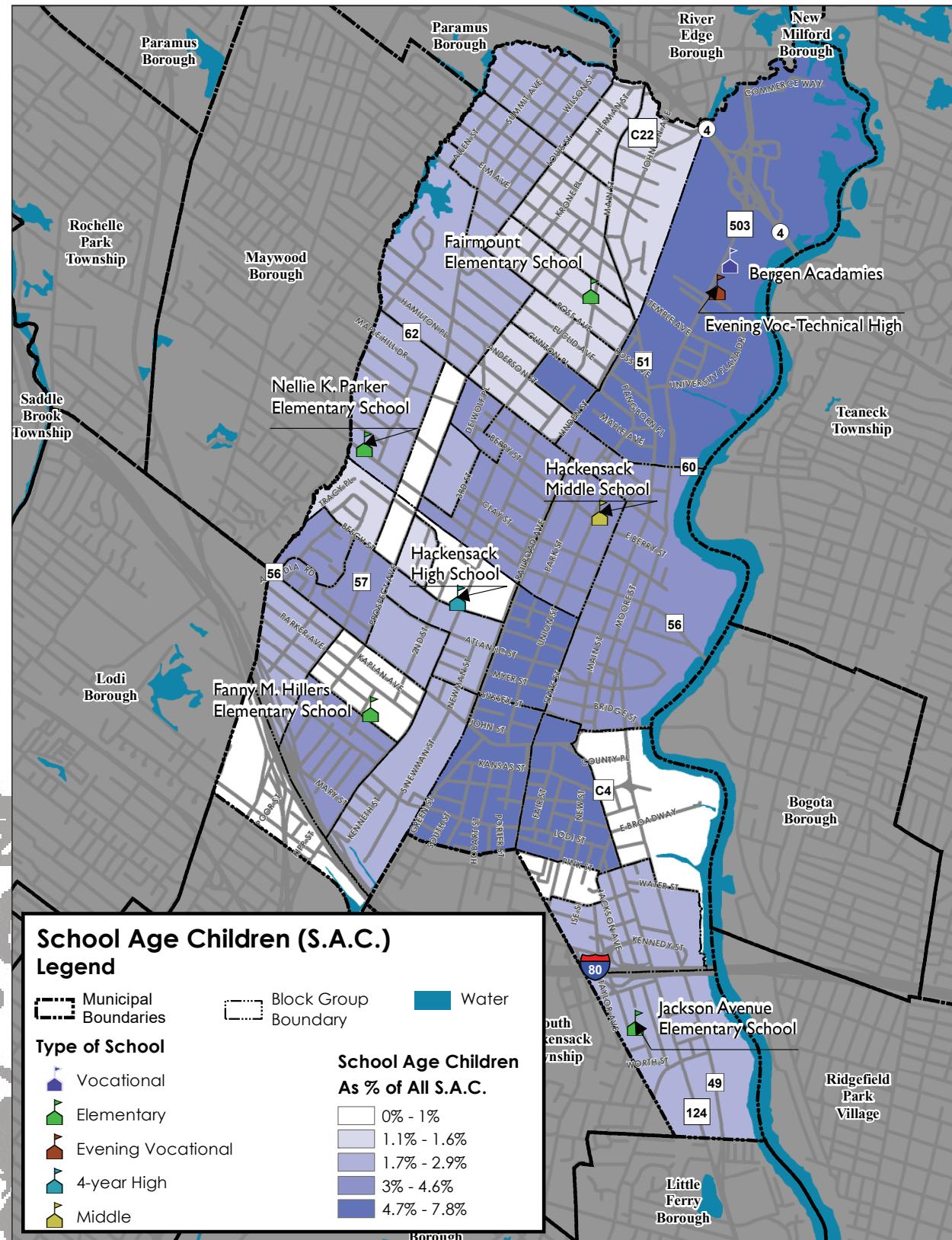


Figure 4.29: Image to be Added



**Figure 4.30:** Map representing the number of children between ages of 5 and 18 by Census Block Group, as a percentage of children in that age range across the City.

## **XI. PUBLIC FACILITIES AND SERVICE:**

The provision and maintenance of high quality public services and facilities is critically important to the success of any municipality, but especially considering the on-going redevelopment initiatives in Hackensack. As such the City need to continue to monitor and determine future municipal and school facility needs.

### **1. Plan New Facilities**

- a. The City is in the process of selling it's current Building Department adjacent to the Anderson Street Train Station. As such the City should consider options to create a single campus of municipal services on municipal property.
  - i. The City should consider developing a cost benefit analysis on renovating the existing municipal buildings verse constructing new facilities on the existing City Hall property.
    - The City should consider potential growth of it's employees based on the on-going revitalization efforts including future needs for fire, police, and administrative needs.
    - The analysis should include the need for municipal and public parking as well the ability for the City to sell other municipal properties.
  - ii. Based on the analysis, the City should develop long term plans in the event property(s) become available to meet either the current or future needs.
- b. The City should consider available geographic and demographic data to provide the best possible services to residents and businesses.
  - i. This includes locating schools, libraries, parks and open spaces in central locations that support the existing residents and neighborhoods.

### **2. Improve / Maintain Schools:**

- a. The City should consider working with the Board of Education in order to determine future needs for school and athletic facilities which include:
  - i. Updating the Long-Range Facility Plan;
  - ii. Determining future projections of students based on redevelopment and revitalization efforts;
  - iii. Considering alternatives for meeting the growing educational needs of the community for both new construction as well as renovation of existing facilities;
  - iv. Considering collaborative opportunities to meet the communities needs through partnerships and joint use of facilities;

### **3. Broad Public Safety**

- a. Ensure that policing and public safety resources are not disproportionately dedicated to the Downtown.

## **XII. ENVIRONMENTAL RECOMMENDATIONS:**

As the climate changes and sea levels rise, the ability of cities to withstand severe flooding, winds, or other hazards will be a significant factor in the decisions of people and businesses to make those cities their homes. The welfare of Hackensack's residents and competitiveness of its economy over the near and long term depends upon it taking proactive measures to adapt to projected changes with creative use of design, technology, and land use policy.

### **1. Resiliency:**

- a. Use the City's zoning and planning powers and available financial resources to regulate land coverage, create infrastructure, and require building design that can protect the City from future storms and rising water levels.
  - i. Use land swaps and/or easements, when possible, to prevent the expansion of buildings or impervious coverage on waterfront properties;
  - ii. Continue to require high on-site storm water retention capacity in new development near the river;
  - iii. Impose landscaping/planting requirements within the rear yards of riverfront properties that help to naturally retain storm water and attenuate wave action;
  - iv. Prohibit outdoor storage in rear yards unless it is elevated at least one (1) foot above base flood elevation and shielded by a flood barrier;
  - v. Create "living" barriers using a combination of wetlands, plants, and man-made structures such as rip-rap and walls to provide the benefits of both naturally occurring and structured flood and storm surge protection.
  - vi. Use creative building and open space design that serve every day functions as well as resiliency functions.
  - vii. Refer to and adopt the concepts proposed in the Rebuild By Design: New Meadowlands document.

### **2. Floodplain Restoration / Acquisition:**

- a. The City of Hackensack has experienced damaging floods from the Hackensack River and its tributaries that have resulted in 63 properties currently on the Federal Emergency Management Agency (FEMA) Repetitive Loss (RL) and Severe Repetitive Loss (SRL) lists.
- b. Through the Rutgers Cooperative Extension Water Resources Program in partnership with the City of Hackensack, the Bergen County Floodplain Protection Program and the Land Conservancy of New Jersey a site assessment for areas with significant flooding was completed in 2019.
  - i. The study identified the Johnson Avenue area, as having significant flooding areas resulting in severe and recurring damage to both residential and commercial properties along Coles Brook and Van Saun Mill Brook.
  - ii. The project area contains approximately 60 properties, encompassing roughly 14 acres that have repetitively flooded over the years.
  - iii. The study included a proposed conceptual illustrative plan showing how if the properties

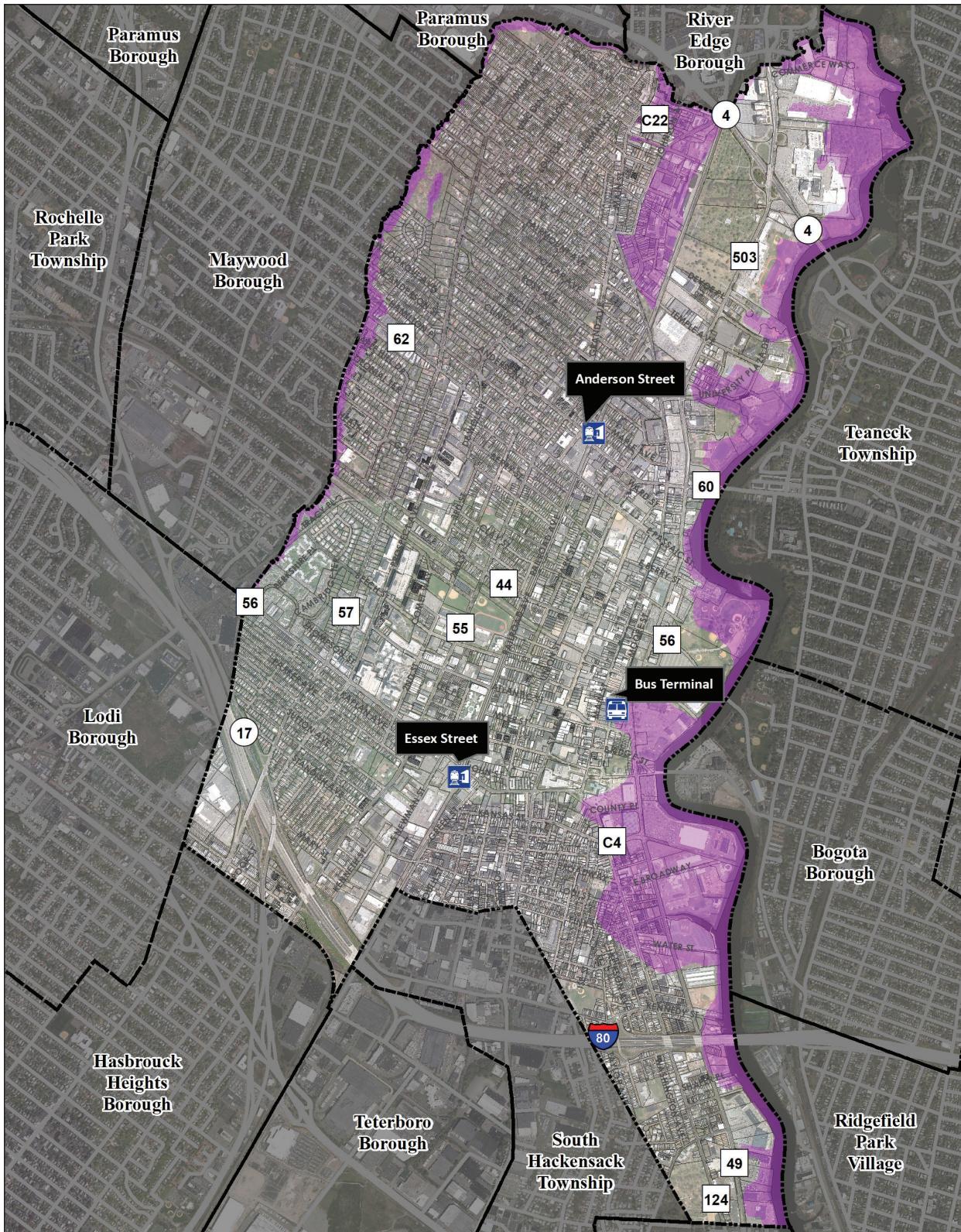


Figure 4.31: Hackensack FEMA Flood Hazard Area Map

identified were to be acquired, they could be transformed into a connected network of open spaces that provide additional flood storage.

- iv. With a focus on low-maintenance management and restoration strategies, the concept design integrates floodplain restoration with a network of trails and shaded pathways, enhanced riparian edge, and increased open space for Hackensack residents.
- v. in addition, the study included information for potential future acquisition of flood-prone properties, and converting them to public open space through participation and partnership with the State of New Jersey Blue Acres program and with funding support from the Bergen County Open Space, Recreation, Floodplain Protection, Farmland & Historic Preservation Trust Fund.

c. Bergen County's Floodplain Protection Program provides grants to local municipalities to acquire properties that have been damaged by, or may be prone to incurring damage caused by storms or storm-related flooding, or that may buffer or protect other lands from damage.

- i. The program's goal is to acquire flood damaged properties, remove structures and permanently preserve the lands for recreation and conservation purposes.
- ii. In these situations, the County Floodplain Protection Program will provide matching funds in partnership with FEMA, the NJDEP Blue Acres program, and the municipal applicant, up to a maximum of 25% of total project costs for Federally Funded Projects and up to a maximum of 75% of total project costs for Locally Funded Projects.

### **3. Private Development:**

- a. The City should continue to require private developers to assist in paying for the separation of the combined storm water sewer system as new development requires. The implementation of the Off-Tract Improvements Ordinance as outlined in on Page 58, Section 4, Subsection III, Paragraph 5 will outline the requirements of said contribution.
- b. The City should consider methods to require large multi-family and commercial property to separate their combined storm-water sewers for any expansion, improvement or change in use that would necessitate a site plan application.

### **4. Long Range Combined Storm water & Sewer Separation Plan:**

- a. The City should continue to work with the State regarding the separation of the combined system;
- b. The City should determine a strategy and schedule to separate out the combined system which would include taking inventory of the existing lines.

### **5. Sustainability**

- a. Help to further reduce the City's impact on the environment by encouraging sustainable building practice such as the use of recycled materials and energy saving building practices

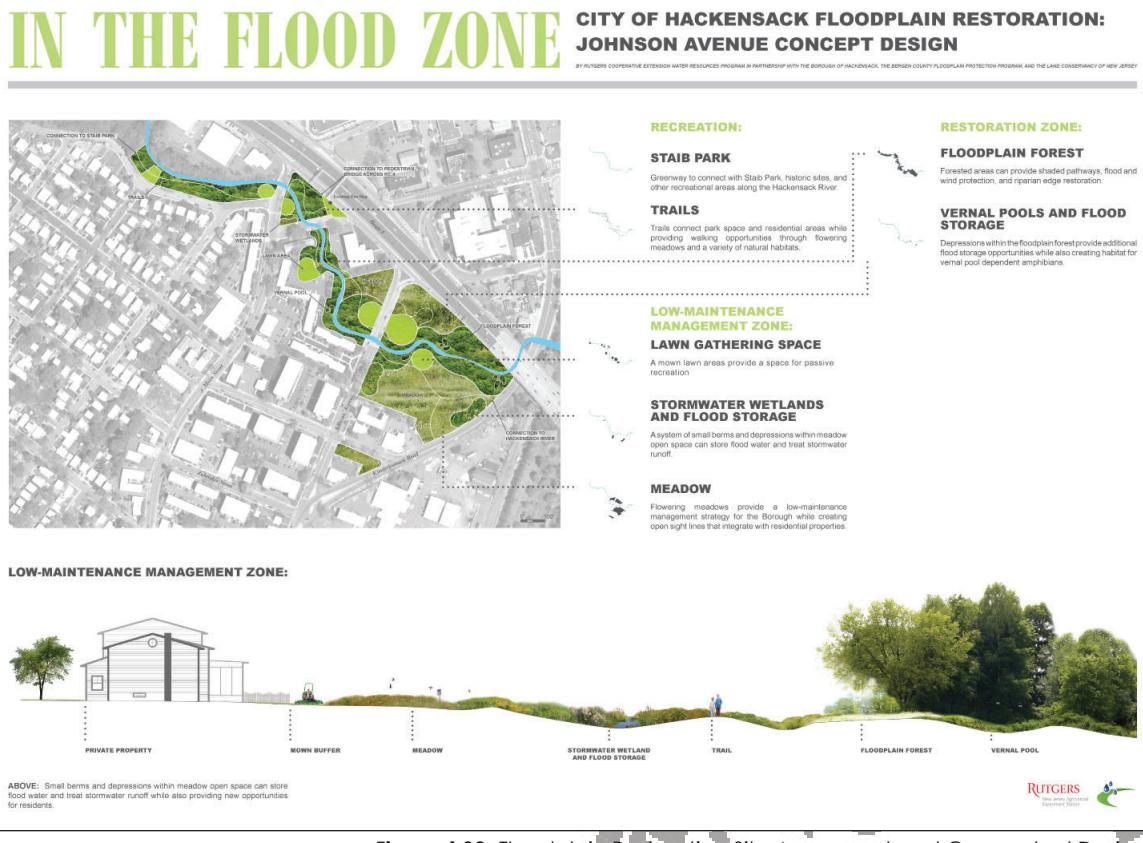
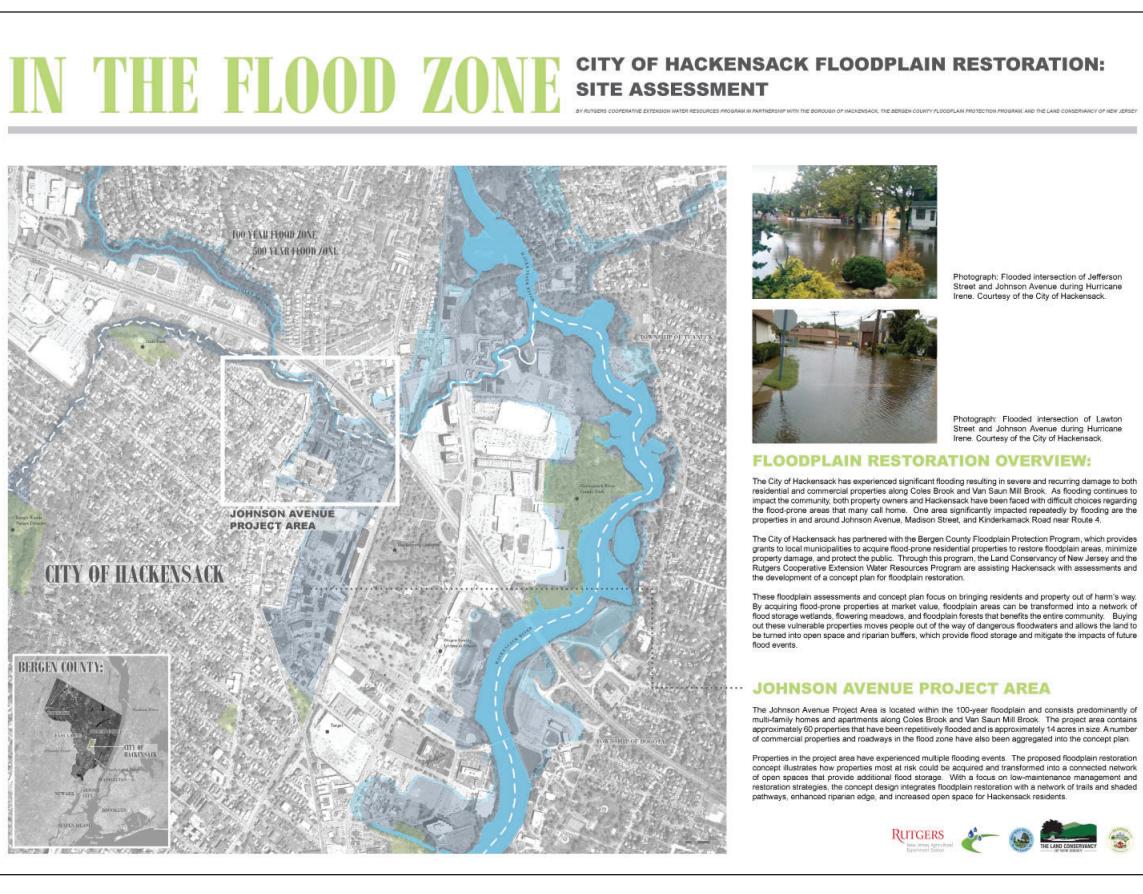
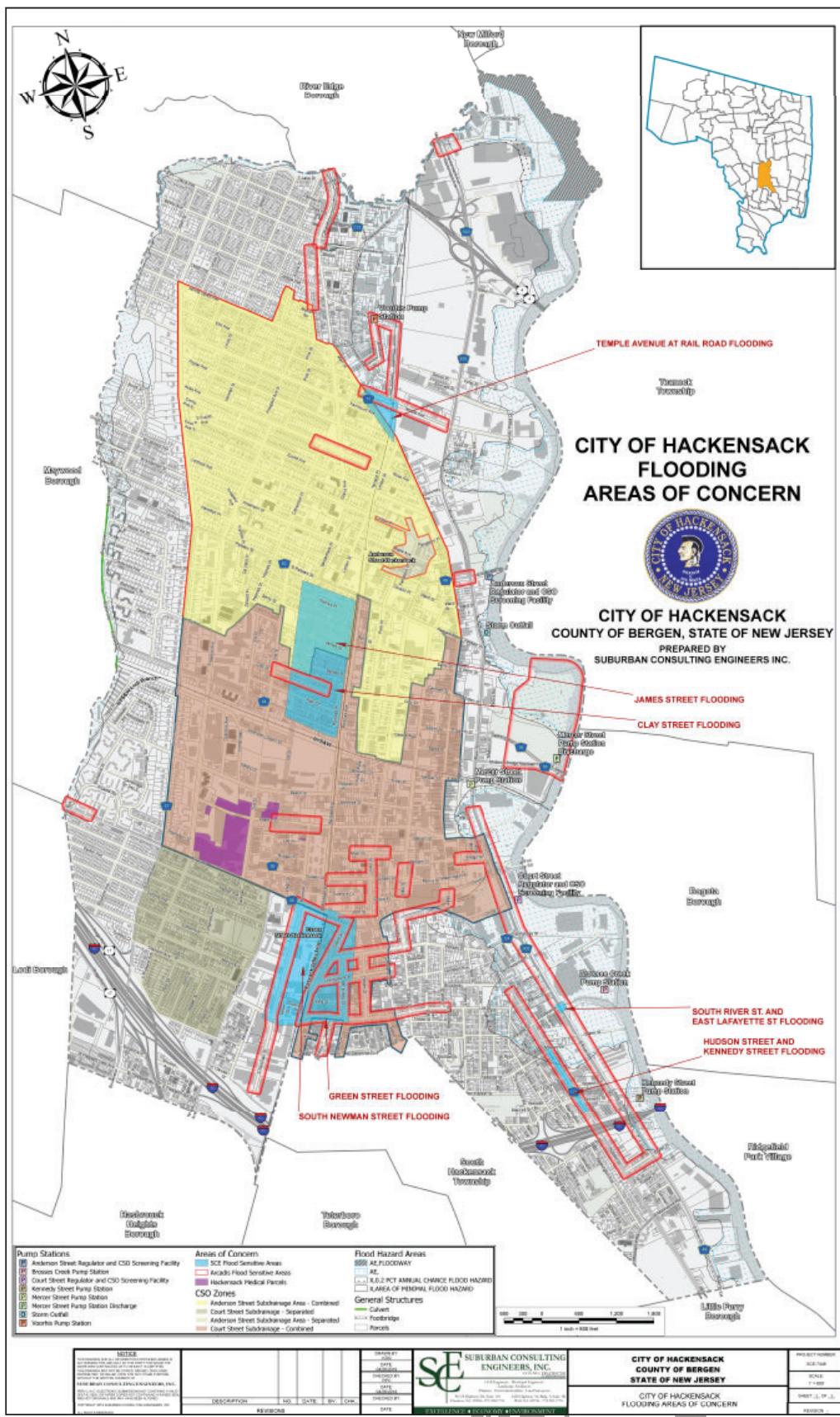


Figure 4.32: Floodplain Restoration Site Assessment and Conceptual Design

(based on LEED or other standards) in new public and private construction.

- b. Consider implementing sustainable design requirements for all new development projects including:
  - i. Storm-water Management: Requiring pervious surface and / or storm-water management systems for any proposed development to reduce the impacts to the City's sewer system.
  - ii. Green Infrastructure: Promoting infrastructure improvements to include green roofs, planter boxes and trays, permeable pavers, and above or below grade storm-water management systems, in order to ensure that the post-construction peak runoff rates for the 2 year, 10 year, and 100 year storm events are at maximum of 90 percent of the pre-construction peak runoff rates.
  - iii. Drainage: Site storm drainage conditions should be evaluated, and where consistent with current best practice, should be managed in order to reduce run-off and promote re-use of storm-water in the landscape for both public and private development. For larger parks and open spaces, detention basins and/or wetlands should be considered in order to provide storm water treatment.
  - iv. Planting: Plant materials should be selected to provide a valuable landscape amenity that is both attractive and meet sustainability objectives. Plants should be selected for reduced demand for water, fertilizers, pesticides, and maintenance. The introduction of drought tolerant plants in courtyards, esplanades, and future building sites is supportive of the goal of water efficiency for the City.
  - v. Water Conservation: This be incorporated into future projects to allow for re-use in non-potable applications, including site irrigation.
  - vi. Water Efficiency: Can also be achieved through the inclusion of dual flush or low-flow toilets and urinals, and high efficiency plumbing fixtures into all development projects.
- c. Sustainable Construction Practices:
  - i. Development projects should incorporate resource efficient construction practices.
  - ii. Construction materials where possible should be provided within 200 miles of the project site.
  - iii. Project designs should incorporate efficient building design components to promote material conservation and reduction of construction waste.
- d. Material Efficiency:
  - i. Durability, ease of maintenance, and lower life cycle costs should be considered during the selection of materials for all projects.
  - ii. Utilization of sustainably-produced materials with high recycled content will provide significant environmental and human performance benefits.
  - iii. The incorporation of sustainability in the design and construction process of future projects can help to mitigate negative effects on the environment.
  - iv. Designs should included dedicated areas for the recycling and re-use of materials.



**Figure 4.33: City of Hackensack Flooding Areas of Concern (Suburban)**

- e. Green Energy:
  - i. Encourage the use of rooftop and building mounted solar energy and other micro-generation technology, and ensure that these structures are clearly permitted and regulated in the City's zoning.
- f. Energy Efficiency:
  - i. High performance lighting controls should be included in the electrical lighting designs of future projects and be complementary with other day lighting techniques in creating high quality lighting in all campus facilities.
  - ii. Effectively using high performance HVAC strategies and systems will provide high energy efficiency, thermal and acoustic comfort, improved indoor air quality, and lower maintenance costs.
  - iii. Future products should address requirements on an individual basis, allowing for the greatest flexibility and response to building location, orientation on the site, and specific usage.
  - iv. Natural ventilation through operable windows should be considered for energy efficiency and healthier indoor air quality.

**6. Natural Resources:**

- a. The City should make efforts to protect and replenish wetlands along its waterfronts, which provide habitats for animals and help absorb storm surge.



### **XIII. HOUSING RECOMMENDATIONS:**

A negative consequence often experienced in historically low-income cities that have successful redevelopment programs is the loss of affordable units across the community due to increases in asking rents and rising property values. Cities in New Jersey and across the country are struggling to identify policies or programs to protect existing low-income residents without stymieing their economic growth.

In addition to protecting low and moderate income residents, the City must also ensure that new housing units and substantially rehabilitated units can meet the needs of older and disabled residents, including veterans with special needs.

#### **1. Protect Affordability:**

- a. As Hackensack grows, monitor indicators of affordability in the City for existing residents and consider actions that the City can take to protect existing residents from being priced or taxed out of their homes.

#### **2. Promote a Diverse Housing Stock:**

- a. Ensure that the City's zoning and redevelopment practices allow for a variety of housing types (single-family, townhouse, stacked flats, mid-rise, high-rise) so that Hackensack has options that appeal to and meet the needs of households in regardless of their stage of formation, income, or age.
- b. This includes encouraging a mix of rental and for-sale housing products so that the housing market can endure various economic cycles.

#### **3. Age in Place Design:**

- a. Discourage house and townhouse designs that have steep stairways.
- b. Encourage stacked townhouse style development with one unit accessible at the ground level with its entrance elevated not more than one foot above grade and another unit above which can be accessible by stairs/stoop.
- c. Require new dwellings to be adaptable for physically impaired seniors.

#### **4. Senior, Disabled, and Veteran Housing:**

- a. Create and strengthen relationships with non-profit and faith based housing and community welfare organizations that have the resources to create low-cost housing for special needs individuals and seniors with limited financial resource.

#### **5. Use the City's Affordable Housing Trust Fund:**

- a. The City should obtain Court approval to use its affordable housing trust fund balance to construct new affordable housing and/or establish affordability assistance programs such as down-payment assistance, rental assistance, rehabilitation, or housing buy-downs for low and moderate income households.



# SECTION 5

*Recommendations of the Planning Board concerning the incorporation of redevelopment plans adopted pursuant to the "Local Redevelopment and Housing Law". P. L. 1992, c. 79 (C.40A:12A-1 et al.) into the land use plan element of the municipal Master Plan, and recommended changes, if any, in the local development regulations necessary to effectuate the redevelopment plans of the municipality.*



## SECTION 5:

THE RECOMMENDATIONS OF THE PLANNING BOARD CONCERNING THE INCORPORATION OF REDEVELOPMENT PLANS ADOPTED PURSUANT TO THE "LOCAL REDEVELOPMENT AND HOUSING LAW". P. L. 1992, C. 79 (C.40A:12A-1 ET AL.) INTO THE LAND USE PLAN ELEMENT OF THE MUNICIPAL MASTER PLAN, AND RECOMMENDED CHANGES, IF ANY, IN THE LOCAL DEVELOPMENT REGULATIONS NECESSARY TO EFFECTUATE THE REDEVELOPMENT PLANS OF THE MUNICIPALITY.[N.J.S.A. 40:55D-89]

The City of Hackensack Rehabilitation Plan for the Main Street Area was adopted in June 2012. The Plan, which encompasses 163 acres on 39 city blocks and 389 individual properties, provides a clear vision to transform the existing downtown into a walkable, livable and sustainable urban environment. The goal of the plan is to strengthen and enhance the City's existing assets, while providing opportunities for new, mixed-use, urban development.

The Rehabilitation Plan promotes a diverse range of land uses, including retail, restaurants, office, commercial, civic and entertainment, with a diversity of housing types that promote a mixed-use, pedestrian friendly downtown through the adoption of the new zoning. The plan includes goals and objectives to create a series of interconnected neighborhoods with improved infrastructure, parks, plazas and open spaces that tie into the two existing NJ Transit Rail Stations and the Regional Bus Station.

Through a collaborative process, the City of Hackensack and the Upper Main Alliance (SID), worked together to develop a plan for the downtown that will preserve the history of the City while implementing cutting edge redevelopment strategies. The vision is to create a balance between vehicular, pedestrian and mass transportation options to promote connectivity and minimize traffic.

The plan changes the zoning for the downtown area and provides a "vision" for the revitalization through:

- a. Increased development flexibility and density which allows permitted uses throughout the downtown;



Figure 5.0: Hackensack 2012 Downtown Rehab Area

2. Lower parking ratios and shared parking provisions;
3. Architectural, neighborhood and rehabilitation (Adaptive Reuse) design requirements;
4. Recommendations to create a two way street system;
5. Implementation Strategies which include municipal tools and mechanisms to promote revitalization.

Since the implementation of the 2012 Rehabilitation Plan a significant amount of development has been proposed and approved in the downtown. The City has eighteen (18) Redevelopment Plans and/or on-going studies including:

**6. Hospital Rehabilitation Designation and Plan:**

- a. In 2018 the City adopted a Rehabilitation Plan for an area bounded by Beech Street (north), Essex Street (south), Railroad Avenue (east) and Prospect Street (west) which is comprised of the HMH campus as well as various commercial and residential uses.
- b. The purpose of the rehabilitation designation was to set the foundation for the expansion of the HMH facility overtime and foster growth in the City's health care sector.
- c. A redevelopment plan was also adopted in 2018 for 57 properties inclusive of and adjacent to the main HMH facility as well as properties on Atlantic Street.
- d. A second redevelopment plan will be completed in 2019 for the remainder of the properties in the Rehabilitation Area.

**7. No Proposed Changes**

- a. The Re-examination Report does not recommend any changes to be made to the rehabilitation or redevelopment plans adopted since 2009, with the exception that the City may consider expanding the rehabilitation area to include properties on the south side of Essex Street to promote consistent building dimensions on both sides of the street.

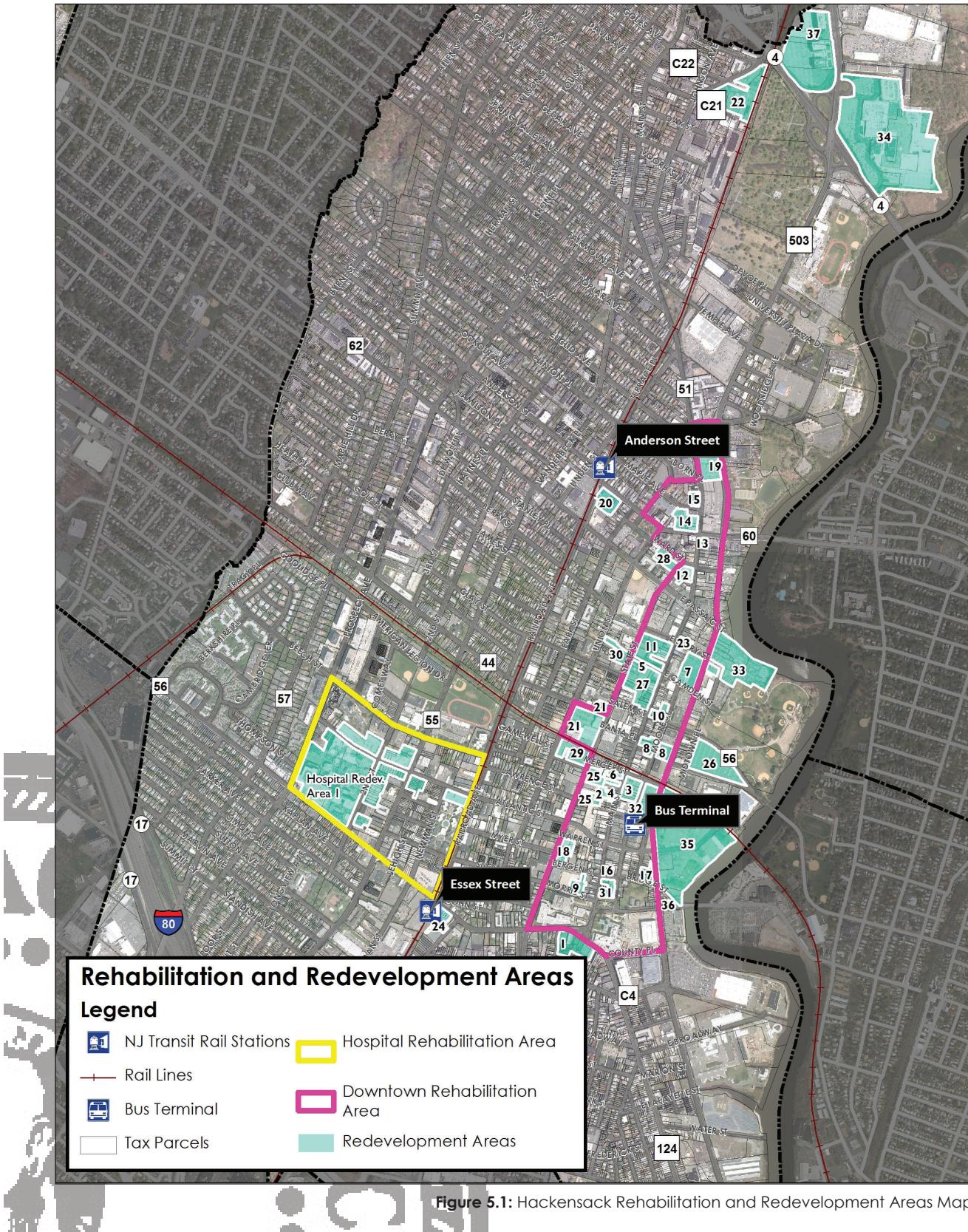


Figure 5.1: Hackensack Rehabilitation and Redevelopment Areas Map

### Downtown Redevelopment Areas in Hackensack

Site No.	Redevelopment Area	Size
1	1 Essex St.	104,444.11 sq. ft. (2.4 ac.)
2	149 Main St.	28,792.43 sq.ft. (0.66 ac.)
3	150-170 Main St.	57,857.12 sq.ft. (1.33 ac.)
4	161 Main St.	9,687.3 sq.ft. (0.22 ac.)
5	17 Camden St.	3,667.68 sq.ft. (0.08 ac.)
6	17 Mercer St.	12,837.06 sq.ft. (0.29 ac.)
7	18 East Camden St.	97860.91 sq.ft. (2.25 ac.)
8	210-214 Main / 210 Moore St.	68,097.16 sq.ft. (1.56 ac.)
9	22 Sussex St.	35,668.38 sq.ft. (0.82 ac.)
10	240 Main St.	32,250.71 sq.ft. (0.74 ac.)
11	321 Main St.	123,699.9 sq.ft. (2.84 ac.)
12	395 Main St.	35,425.73 sq.ft. (0.81 ac.)
13	430 Main Street	10,809.49 sq.ft. (0.25 ac.)
14	435 Main St.	69,173.73 sq.ft. (1.59 ac.)
15	463 Main St.	21,807.09 sq.ft. (0.5 ac.)
16	76 Main St.	10,726.8 sq.ft. (0.25 ac.)
17	77 River St.	26,968.47 sq.ft. (0.62 ac.)
18	94 and 100 Main Street	47,351.72 sq.ft. (1.09 ac.)
19	Aldi Supermarket	113,590.83 sq.ft. (2.61 ac.)
20	Alkova Anderson Street RP	65,273.12 sq.ft. (1.5 ac.)
21	City Hall	151,194.08 sq.ft. (3.47 ac.)
22	Garden Homes at Zabriskie St.	240,992.03 sq.ft. (5.53 ac.)
23	Giant Farmers' Market	14,043.4 sq.ft. (0.32 ac.)
24	Green Street	45,352.12 sq.ft. (1.04 ac.)
25	Lot A	54,933.6 sq.ft. (1.26 ac.)
26	Lot C	187,489.35 sq.ft. (4.3 ac.)
27	Lot D	166,264.32 sq.ft. (3.82 ac.)
28	Lot E	49,215.57 sq.ft. (1.13 ac.)
29	Lot T	77,778.4 sq.ft. (1.79 ac.)
30	Lot U	45,037.14 sq.ft. (1.03 ac.)
31	Monaghan Prop, 50 Main St.	34,261.49 sq.ft. (0.79 ac.)
32	Probation Site	98,225.66 sq.ft. (2.25 ac.)
33	Sanzari Properties	327,195.91 sq.ft. (7.51 ac.)
34	Shops at Riverside	1,366,249.31 sq.ft. (31.36 ac.)
35	The Record Site	854,424.34 sq.ft. (19.61 ac.)
36	Court Street	3,661.73 sq.ft. (0.08 ac.)
37	Continental Plaza	541,644.2 sq.ft. (12.43 ac.)

